

Queensland Police Service

Queensland Indigenous Alcohol Diversion Program (QIADP) Recidivism Study



Specialist Courts and Diversion, Legal Services Branch

November 2010

Table of Contents

| | |
|--|----|
| Table of Contents | 2 |
| Figures..... | 3 |
| Tables..... | 3 |
| Executive Summary | 5 |
| Introduction..... | 9 |
| Background | 9 |
| The role of the QPS in QIADP | 9 |
| Discrete QIADP locations..... | 9 |
| Methodology | 15 |
| Background..... | 15 |
| Terminology..... | 15 |
| Aims and Research Questions | 16 |
| Sample..... | 17 |
| Sampling Methods | 18 |
| Data..... | 19 |
| Creation of the dataset | 20 |
| Methods of Analysis | 20 |
| Results..... | 22 |
| Research Question 1: Offending by QIADP participants | 22 |
| Findings: Frequency of offending..... | 23 |
| Findings: Types of offences..... | 28 |
| Findings: Severity of offending | 34 |
| Research Question 2: Alcohol-related offending..... | 39 |
| Findings: Frequency of alcohol-related offending..... | 40 |
| Findings: Types of alcohol-related offences..... | 43 |
| Findings: Severity of alcohol-related offending | 47 |
| Research Question 3: Non-arrest contacts between police and QIADP participants | 49 |
| Findings: Frequency of non-arrest police contacts | 50 |
| Findings: Types of non-arrest police contacts | 52 |
| Research Question 4: Graduates versus terminates | 56 |
| Findings: Frequency of re-offending | 58 |
| Findings: Severity of re-offending..... | 62 |
| Findings: Time to re-offending..... | 63 |
| Findings: Frequency of alcohol-related re-offending | 64 |
| Findings: Severity of alcohol-related re-offending..... | 64 |
| Findings: Time to alcohol-related re-offending..... | 65 |
| Findings: Frequency of non-arrest re-contact | 66 |
| Findings: Time to non-arrest contact | 67 |
| Conclusion | 69 |
| Potential resource savings associated with QIADP..... | 69 |
| The future of QIADP | 72 |
| Limitations of the current research | 73 |
| Future research..... | 74 |
| Conclusion | 74 |
| Appendices..... | 76 |

| | |
|--|----|
| Appendix 1: Types of offences committed by Cairns QIADP participants pre-, during- and post-QIADP | 76 |
| Appendix 2: Types of offences committed by Townsville QIADP participants pre-, during- and post-QIADP | 78 |
| Appendix 3: Types of offences committed by Rockhampton QIADP participants pre-, during- and post-QIADP | 80 |
| Appendix 4: Non-arrest contacts | 82 |

Figures

| | |
|--|----|
| Figure 1: QIADP sample separated into graduates and terminates for each location . | 18 |
| Figure 2: Change in frequency of offending over time..... | 25 |
| Figure 3: Frequency of offending by Cairns participants with the ‘no alcohol’ bail condition included and excluded | 26 |
| Figure 4: Change in severity of offending over time for Cairns and the total QIADP sample (most serious offence) | 36 |
| Figure 5: Changes in severity of offending pre-QIADP to post-QIADP..... | 37 |
| Figure 6: Change in frequency of alcohol-related offending over time..... | 41 |
| Figure 7: Frequency of alcohol-related offending by Cairns participants with the ‘no alcohol’ bail condition included and excluded | 42 |
| Figure 8: Change in frequency of non-arrest contacts between police and QIADP participants over time..... | 51 |
| Figure 9: Comparisons of frequency of offending by graduates and terminates in total QIADP sample | 59 |
| Figure 10: Comparisons of frequency of offending by graduates and terminates in Cairns QIADP sample..... | 59 |
| Figure 11: Comparisons of frequency of offending by graduates and terminates in Rockhampton QIADP sample..... | 60 |
| Figure 12: Comparisons of severity of offending by graduates and terminates in total QIADP sample (most serious offence) | 62 |
| Figure 13: Comparisons of severity of offending by graduates and terminates in Cairns QIADP sample (most serious offence)..... | 63 |
| Figure 14: Median number of days to re-offend for graduates and terminates | 64 |
| Figure 15: Median number of days to alcohol-related re-offending for graduates and terminates..... | 65 |
| Figure 16: Total QIADP sample graduates vs terminates: Frequency of non-arrest contacts | 66 |
| Figure 17: Median number of days to non-arrest contact for graduates and terminates | 67 |

Tables

| | |
|--|----|
| Table 1: QIADP sample by location, including graduates and terminates | 5 |
| Table 2: QIADP sample..... | 17 |
| Table 3: Offences committed at each time period for each QIADP location | 28 |
| Table 4: Cairns QIADP: offence Divisions pre-, during- and post-QIADP | 29 |
| Table 5: Cairns QIADP Breaches of Bail and Failure to Appear Offences pre-, during- and post-QIADP..... | 30 |
| Table 6: Townsville QIADP: offence Divisions pre-, during- and post-QIADP | 31 |
| Table 7: Townsville QIADP Breaches of Bail and Failure to Appear Offences pre-, during- and post-QIADP | 32 |

| | |
|--|----|
| Table 8: Rockhampton QIADP: offence Divisions pre-, during- and post-QIADP | 33 |
| Table 9: Rockhampton QIADP Breaches of Bail and Failure to Appear Offences pre-, during- and post-QIADP | 34 |
| Table 10: Breaches of Domestic Violence Orders as a percentage of total offences at each time period | 34 |
| Table 11: Offences and alcohol-related offences | 43 |
| Table 12: Cairns QIADP offence Divisions pre-, during- and post-QIADP for alcohol-related offences | 44 |
| Table 13: Townsville QIADP offence Divisions pre-, during- and post-QIADP for alcohol-related offences | 45 |
| Table 14: Rockhampton QIADP offence Divisions pre-, during- and post-QIADP for alcohol-related offences | 46 |
| Table 15: Number and proportion of non-arrest contacts between police and Cairns QIADP participants across the three time periods | 53 |
| Table 16: Number and proportion of non-arrest contacts between police and Townsville QIADP participants across the three time periods | 53 |
| Table 17: Number and proportion of non-arrest contacts between police and Rockhampton QIADP participants across the three time periods | 54 |
| Table 18: Graduates and terminates | 56 |
| Table 19: Graduates and terminates who received sentence types with supervisory elements and/or to encourage good behaviour | 61 |

Executive Summary

The Queensland Indigenous Alcohol Diversion Program (QIADP) is a pre-sentence bail based Court diversion program which commenced on 1 July 2007 in Cairns (including Yarrabah), Townsville (with the ability to refer defendants from Palm Island), and Rockhampton (including Woorabinda). The Queensland Police Service (QPS) are heavily involved in the criminal justice stream of QIADP. Specialist Courts and Diversion (SCD), Legal Services Branch coordinate the QPS response to all Specialist Courts Programs, including QIADP.

SCD has undertaken a recidivism study of QIADP to more holistically examine recidivism and non-arrest contacts between QIADP participants and the police. This project examines four key areas:

1. Changes in offending by QIADP participants over time;
2. Changes in alcohol-related offending by QIADP participants over time;
3. Changes in non-arrest contacts between QIADP participants and police over time; and
4. Any differences between graduates and terminates of QIADP.

The first three areas of this research examine changes across three time periods: 12-months pre-QIADP, the time participants were on the program (during-QIADP), and six-months post-QIADP. Differences between graduates and terminates were considered in the pre-QIADP and post-QIADP periods to attempt to ascertain if QIADP participation had any impact upon behaviour.

For the purposes of this study, offending was defined as a charge against a QIADP participant. A charge did not need to have been finalised in a Court to be included in the analysis. A non-arrest contact was defined as contact between police and a QIADP participant that did not constitute an offence and did not result in a charge. Categories of non-arrest contact considered within this report were Move On Directions, Drunk Diversions, non-arrest Domestic Violence occurrences, and non-arrest Child Protection occurrences.

Methodology

There were 109 QIADP participants who had sufficient data pre-QIADP, during-QIADP and post-QIADP, and these participants formed the sample for this project. The breakdown of the sample by each of the discrete QIADP locations is contained in Table 1 below:

Table 1: QIADP sample by location, including graduates and terminates

| Location | Sample size | Proportion of total sample |
|------------------------------------|--|-----------------------------------|
| Cairns (including Yarrabah) | 48 (17 graduates, 31 terminates) | 44% |
| Rockhampton (including Woorabinda) | 32 (17 graduates, 15 terminates) | 29% |
| Townsville | 29 (7 graduates, 22 terminates) | 27% |
| TOTAL | 109 (41 graduates, 68 terminates) | 100% |

Quantitative data was obtained from the Queensland Police Records and Information Management Exchange (QPRIME), and the Custody Index (for the period 1 July 2006 to 6 October 2008).

The research study considered various measures of recidivism, including: frequency of offending and non-arrest contacts; severity of offending; time to re-offending and re-contact with police; and types of offences. For each research question, the total QIADP sample was analysed, and location-specific analyses were undertaken for Cairns (including Yarrabah), Townsville, and Rockhampton (including Woorabinda), where sample size permitted. Unfortunately due to small sample sizes the remote Indigenous communities could not be analysed separately.

Results

The research study yielded mixed results. Some of the positive findings associated with QIADP included:

- Reductions in the frequency of offending. This included all offences and alcohol-related offending.
- Reductions in non-arrest contacts with police, and
- Declines in the seriousness of offending. This included all offences and alcohol-related offending.

The greatest reductions typically occurred while participants were on QIADP, as compared with the 12-months before they commenced the program. Reductions were also generally found over time when the 12-months pre-QIADP period was compared with the six-months post-QIADP. The only exception was the seriousness of alcohol-related offending, which did not change between these time periods.

While these results were promising, and may have indicated that QIADP was having a favourable impact upon recidivism, other results may suggest that recidivism reductions were not fully maintained once participants exited QIADP. Such results include significant increases in offending severity post-QIADP, and non-significant increases in the frequency of offending and alcohol-related offending, and the seriousness of alcohol-related offending post-QIADP. While most post-QIADP increases were non-significant, they may suggest a trend and it would be of benefit to examine this in future research with a larger sample and longer post-QIADP period. There were also some measures which evidenced no significant change in recidivism over time.

The mix of results raise questions as to the extent that QIADP is changing offending behaviour and/or whether change is being sustained after the support of the Court and service providers is removed.

Graduates versus terminates

Theoretically, graduates would be expected to have better outcomes than terminates. The groups were compared post-QIADP, and also pre-QIADP. If the groups differed post-QIADP but not pre-QIADP this may indicate that the program was impacting upon behaviour. Comparing the groups pre- and post-QIADP may help identify if any apparent differences are meaningful (e.g. if graduates are less frequent offenders post-QIADP, were they also less frequent offenders pre-QIADP?).

Key positive findings from the graduate versus terminates recidivism analyses are discussed below. Please note that graduates and terminates from Townsville could not be compared on any measures due to the small size of the graduate group.

- Graduates and terminates differed significantly after exiting QIADP in terms of the seriousness of offending, but the groups were not significantly different before they started QIADP; and
- Graduates took significantly longer than terminates in regard to the median number of days taken to re-offend after exiting QIADP.

The significant differences found on the two measures mentioned above may indicate that QIADP had an impact upon some facets of offending behaviour, with graduates evidencing better outcomes than terminates.

However, for several analyses there were no positive findings in terms of differences between the groups. These included:

- The frequency of offending, alcohol-related offending, and non-arrest contacts;
- The seriousness of alcohol-related offending; and
- The time to alcohol-related re-offending, and the time to non-arrest contacts.

These results involved either a lack of significant differences between the groups in both the pre-QIADP and post-QIADP periods, or findings that the groups were significantly different at both time periods. These results may indicate that the impact of QIADP upon offending behaviour is limited, or that changes in offending behaviour may not be solely a product of QIADP participation.

Factors that may have contributed to the lack of significant differences between graduates and terminates included:

- The small sample sizes for some analyses;
- The categorisation of participants as either graduates or terminates may be flawed, as placement in one of these groups was not always tied to the achievement of outcomes, and in many locations graduation occurred when a participant reached the 20-week mark in the program;
- Both groups receiving similar sentence types, particularly sentences with a supervisory element (e.g. probation or parole) or sentences that encouraged good behaviour (e.g. suspended sentence or Good Behaviour Bond);
- A lack of service provision and aftercare for graduates in the post-QIADP period at the time being examined; and
- The focus upon alcohol with insufficient consideration of offending behaviour or other factors not necessarily related to alcohol, such as Domestic Violence.

Potential resource savings

Consideration was given to whether QIADP may have contributed to resource savings, particularly from the QPS perspective. This was not a cost-benefit analysis. Overall, it was unclear whether QIADP had resulted in potential resource savings due to the mixed research findings.

The future of QIADP

Any future iteration of QIADP should endeavour to address current shortcomings and issues facing the program. This includes:

- the whole of Government Manual should be reviewed and enhanced to address inconsistencies between QIADP locations, and legislation should be developed to provide (at a minimum) eligibility criteria, what constitutes successful completion of QIADP and information sharing provisions;
- focusing more heavily upon the achievement of outcomes as a trigger for graduation, including defining graduation and establishing some key performance indicators and basic guidelines for graduating a participant
- focusing upon issues other than alcohol as part of participation in QIADP, including acknowledging when services are unable to be provided and issues cannot be addressed as part of the program, and providing services to address offending behaviour;
- enhancing aftercare, including more transparency around who is involved in aftercare, and a more collaborative approach to aftercare, including information sharing between partner agencies; and
- implementation of governance processes to better account for QIADP expenditure.

Limitations

There were a number of limitations within this research that should be considered when interpreting the findings. These limitations included:

- Examining participants who were involved in QIADP in the early stages, at a time when the program may not have been functioning as efficiently as it may be at present.
- The lack of a control group;
- Small sample sizes;
- An inability to record some type of contacts between police and QIADP participants on QPRIME, potentially resulting in an incomplete picture of non-arrest contacts for this study; and

Follow up research would be of benefit to address these limitations, and also to provide more definitive insights into the impact of QIADP participation on recidivism.

Conclusion

The QPS considers that QIADP had a number of positive elements. Unfortunately the program faced implementation issues and there was slow uptake, and factors such as these impacted upon the program.

As the results of this study were mixed, there is currently insufficient evidence to definitively say whether QIADP was successful or unsuccessful at reducing recidivism.

Introduction

Background

The Queensland Police Service (QPS) is involved in a range of Specialist Courts and diversionary programs across the State. These programs operate under the adage that they will treat and rehabilitate offenders, and reduce re-offending and contact with the police and the criminal justice system. If such programs are able to achieve their objectives, this will have considerable benefits for police, the Courts, the community and victims of crime, and offenders themselves.

The QPS is a partner agency for the Queensland Indigenous Alcohol Diversion Program (QIADP). QIADP is a \$36.4 million pilot, which aims to:

- Improve the health of Indigenous persons; and
- Reduce the number of Indigenous people involved in the criminal justice and child protection systems.

The QPS contribution to QIADP is restricted to the criminal justice stream of the program, and any reference to QIADP within this report concerns that stream. The goal of the criminal justice stream of QIADP is to address the links between alcohol misuse and offending.

The role of the QPS in QIADP

The QPS performs a variety of roles for QIADP.

- State response

Specialist Courts and Diversion, Legal Services Branch coordinates the QPS response to all Specialist Courts Programs throughout Queensland, including QIADP. This coordination function is performed by the QPS State QIADP Coordinator, with assistance from a Research Officer.

- Regional response

Prosecutors, administrative staff, Police Liaison Officers (PLO), investigative officers, watchhouse staff, intelligence officers and other operational officers contribute to the QPS response to QIADP in each Region. The QPS has employed a QIADP Coordinator and Court Liaison Officer in Cairns, Rockhampton and Townsville to locally coordinate the QIADP in these locations and to provide QIADP outreach services to Yarrabah, Woorabinda and Palm Island.

Discrete QIADP locations

Each QIADP location is unique due to a range of environmental and contextual issues that influence the way in which QIADP operates within each site. The contextual factors mentioned below are by no means exhaustive. The points below serve to highlight some of the different ways in which the program evolved from the original model, even in the early days of its operation.

A key issue that is of relevance to all QIADP locations and each of the remote Indigenous communities is the lack of aftercare for the time period being examined. This will likely have implications for QIADP graduates, and the maintenance of positive behaviour post-QIADP.

Cairns

The Cairns QIADP Court sits once a fortnight. The operation of the Cairns QIADP is in stark contrast to the operation of QIADP in Townsville and Rockhampton due to a number of policies and processes that have been implemented locally, including:

Imprisonment requirement

The Cairns QIADP Magistrate has implemented a policy whereby defendants will not be considered suitable for QIADP unless they are likely to be sentenced to a term of imprisonment for the offences before QIADP Court. The strict implementation of this policy has resulted in a demographic group in Cairns, where all participants are more frequent offenders and/or more serious offenders, as compared with participants in the other QIADP locations.

The policy of the Cairns QIADP Magistrate may have a range of implications, including the ability of service providers to address both alcohol misuse issues and entrenched criminality; the need for more stringent bail conditions to protect the community, and; challenges comparing Cairns QIADP participants to participants from the other locations.

No alcohol bail condition

Participants in the Cairns QIADP are subject to a bail condition which prohibits the consumption of alcohol or other intoxicating substances whilst participating on the program. Compliance with the bail condition is actively monitored by local police through the use of regular breath tests.

The inclusion of this bail condition is unique to QIADP in Cairns and Yarrabah, and may have implications for the current research, particularly in regard to offences committed whilst participants are engaging in QIADP, as the no alcohol bail condition is essentially creating a type of bail breach that cannot be committed by participants from the other sites. The impact of this bail condition will be discussed further during the results sections of this document.

Yarrabah

Yarrabah is an Indigenous community roughly one hour from Cairns. Some of the factors within Yarrabah that are of relevance to QIADP include:

QIADP Court sittings

The Yarrabah QIADP Court sits once per month. The Court room is small and can only accommodate a certain number of defendant's at any given time. Few QIADP participants sit within the Court room to watch the proceedings, as there are many service providers and stakeholders present, and also there is a considerable social aspect to Court days in Yarrabah so many participants socialise out the front of the Court with other community members.

The physical layout of the Yarrabah Court room lacks cultural appropriateness (e.g. there is no Indigenous artwork), and the manner in which the Court operates, including interactions with defendants, may also be considered to lack cultural appropriateness. Potential implications of the Yarrabah QIADP Court's operation is that participants may not obtain therapeutic jurisprudence benefits, as their contact

with the Court is limited, and there is limited interaction between participants and the Magistrate and Court partners.

Alcohol Management Plan

Yarrabah is one of the Queensland Indigenous communities subject to an Alcohol Management Plan (AMP). Restrictions in Yarrabah concern limits around the amount of alcohol that can be possessed in the community. The presence of these restrictions creates a suite of new offences for residents or visitors to Yarrabah that would not be applicable in areas with no AMP. This may be of relevance to QIADP.

No alcohol bail condition

As mentioned previously, Yarrabah QIADP participants are also subject to the no alcohol bail condition. This may create a type of breach of bail charge whilst on the program that participants from other QIADP sites cannot be charged with.

Townsville

The Townsville QIADP Court sits once a fortnight. Factors that may influence QIADP in Townsville include:

Significant homeless population and 'park people'

There are a large number of homeless persons living within Townsville, including a considerable number of persons residing in the parks and/or the Flinders Street Mall. These persons are referred to locally as 'park people', and local police have estimated that there are between 50 to 100 such individuals. 'Park people' are generally highly frequent offenders, who commit street offences, public order offences, and alcohol or substance-related offences. These individuals utilise a considerable amount of police time.

'Park people' were one of the target groups for referral to QIADP due to their high level of minor alcohol-related offending. Referring 'park people' to QIADP has been challenging, due to high failure to appear rates at Court, and local processes that saw matters dealt with ex parte with fines referred to the State Penalties Enforcement Registry (SPER). Processes were implemented in Townsville in mid-2009 whereby the prosecution sought Fail to Appear Warrants for some defendants so that their matters were not dealt with ex parte. Some of these defendants were considered to be potentially suitable for QIADP, and by bringing them before the Court QIADP could be explained to them, and those who were interested in the program were able to be referred for an assessment by Queensland Health (QH). PLOs were also engaging with 'park people' and explaining QIADP to them and encouraging them to participate.

At the time period being examined within the current study, the Townsville QPS QIADP Coordinator advised that at least 13 of the 29 participants considered in this study were full-time or part-time 'park people'. The presence of 'park people' in the current QIADP sample may have implications for offending rates in the post-QIADP period, as it may be difficult for 'park people' to maintain positive change if they return to the parks and their circumstances have not really changed. Additionally, 'park people' may have particularly complex needs that may be difficult to address within QIADP, such as long-term homelessness and co-morbidity issues.

Ongoing implementation issues

Townsville experienced considerable implementation issues during the time examined within this study. For instance, the program was suspended for a short period due to a lack of QH staff to deliver services, there were issues with one of the residential rehabilitation providers in 2008 that resulted in no participants being referred to that provider for many months, and there was a lack of support for QIADP from the Aboriginal and Torres Strait Islander Legal Service (ATSILS).

All of these issues resulted in QIADP operating in a rather stop-start manner for at least the first 12-months. This may have implications for the effectiveness of the program during the time period being examined.

Palm Island

It was intended that defendants from Palm Island who were eligible to participate in QIADP could have their matters referred to Townsville to enable their involvement in the program. This was partly related to a lack of services on Palm Island, which precluded the operation of QIADP in that location.

Referrals from Palm Island were incredibly limited during the time period being examined. Only one participant in the current study was referred from Palm Island. Referrals may have been hindered by factors including defendant's unwillingness to leave their families while they participated in the program, and defendants committing offences involving considerable violence, which made them ineligible. There are likely a range of other factors influencing program uptake by Palm Island defendants, however, the issue has not been holistically examined.

The relative inability to engage Palm Island participants in QIADP has arguably had some implications for the program reaching capacity in Townsville.

Police Liaison Officer (PLO) involvement

PLOs in Townsville have arguably been more consistently involved in QIADP than PLOs from any of the other locations. Roles performed by Townsville PLOs for QIADP include: ensuring that participants understand Court processes and their bail requirements; conducting home assessments; identifying strategies to assist participants to stay on track; providing information and cultural advice to the prosecutor about participants, and/or; attending Court and explaining the program to potentially suitable defendants. PLOs also undertake compliance monitoring of participants while they are on the program, and may continue to engage with participants after they have exited QIADP.

Rockhampton

QIADP in Rockhampton also has several factors that distinguish it from the other locations.

Minimal bail conditions and Court processes

Within Rockhampton, the Magistrate imposes minimal bail conditions upon QIADP participants, with many participants only being subject to the program condition. This limits the ability to identify and respond to negative behaviour.

Additionally, if a participant fails to appear for their QIADP review the Magistrate will sometimes choose to adjourn the matter until the next sitting, rather than issue a Failure to Appear Warrant. This may impact upon the integrity of the program, as a participant is still counted as engaging in QIADP even if they have not attended Court and may not be attending appointments with service providers. Further, the participant may be committing offences or otherwise engaging in negative behaviours during this non-engagement period, and this also has implications from a program integrity point of view. The issue is further complicated by Rockhampton QIADP Court only sitting once per month, meaning that action to address negative behaviour is not timely.

High level of contact between QIADP participants and Queensland Health

At the time being examined, there was considerable engagement between QIADP participants and QH in Rockhampton. Participants were attending sessions several times a week, and undertaking various programs with QH case managers. Many participants were attending group sessions, such as life skills programs and workshops with Indigenous Elders. The level of engagement with QH in Rockhampton was arguably higher during the time being examined than the engagement in the other QIADP locations.

Conflicting treatment approaches between service providers

Treatment approaches between various service providers in Rockhampton may send mixed messages to participants in regard to treatment and what is acceptable behaviour whilst on QIADP.

QH in Rockhampton operate from a harm minimisation perspective, whereby participants are encouraged to partake in more responsible drinking behaviours. Abstinence may fit within a harm minimisation approach for some participants, however, abstinence is not the goal for everyone. A participant sets their own goals around abstinence.

In contrast to QH, service providers including the residential rehabilitation centre and supported accommodation providers operate from an abstinence perspective. Alcohol is not permitted within the residential rehabilitation centre, and participants found drinking may be evicted. In terms of supported accommodation, alcohol is also not permitted and a participant is not to come to the residence in an intoxicated state.

The different approaches of the service providers may create confusion amongst participants, as QH advises them that they can drink, but they should be endeavouring to drink in a less harmful fashion, while the other service providers advise that participants are not to drink and that there will be consequences for consuming alcohol. QH have indicated that their staff would advise participants of the need to abide by service provider rules.

Conflicting treatment approaches are further complicated when consideration is given to Woorabinda participants undergoing treatment and rehabilitation in Rockhampton. A harm minimisation approach that encourages more responsible drinking does not really align well with participants who are going to be returning to a 'dry community' subject to an AMP, where possession or consumption of alcohol is an offence. This issue will be discussed in the section on Woorabinda below.

Woorabinda

Woorabinda is an Indigenous community two hours west of Rockhampton. Factors of relevance for QIADP in Woorabinda include:

Lack of services

For the time period being examined, there was a lack of services available for QIADP participants in Woorabinda. Participants had to re-locate to Rockhampton to receive treatment, however, they would then return to Woorabinda with no services available to provide ongoing support. QH indicate that services in Woorabinda have improved since the time period examined in this study.

Alcohol Management Plan – Dry community

As with Yarrabah, Woorabinda is subject to an AMP. Under the AMP, Woorabinda has been declared a 'dry community', and alcohol or alcohol producing equipment is prohibited within the community. These restrictions create a suite of new offences for residents or visitors to Woorabinda that are not applicable in areas with no AMP. This may have implications for the current research.

As mentioned above, Woorabinda participants re-located to Rockhampton to receive treatment during the time period being examined in this study. The harm minimisation approach of QH may not have been well-suited to participants from Woorabinda due to the AMP, and may have lead to confusion amongst participants as to what they can and cannot do.

QIADP Court sittings

QIADP Court in Woorabinda sits once a month. QIADP matters are dealt with alongside other Magistrate's Court matters. The Court may be considered to lack cultural appropriateness, both in terms of the physical layout of the Court room (e.g. no Indigenous artwork) and the way in which the Court operates (e.g. limited engagement with participant by the Magistrate). As with Yarrabah, few participants (if any) sit in the Court room to observe the proceedings, as Court is a social occasion within the community, and participants stand out the front of the Court interacting with family and friends.

Methodology

The following section of the report outlines the methodology, defines the terminology and states the aims and research questions to be addressed by the current study. The sample and sampling methods will be discussed, along with the data and method of analysis used.

Background

Independent evaluators, Success Works, were commissioned by the Department of the Premier and Cabinet (DPC) to evaluate QIADP. One component of this evaluation was a recidivism study, using conviction data provided by the Department of Justice and Attorney-General (JAG). Although the conviction data provides valid information about recidivism, it cannot provide insights into the circumstances surrounding re-offending, such as the presence of alcohol, or contacts between participants and police that do not result in a charge. Additionally, the evaluation by Success Works did not consider offending by QIADP participants prior to their engagement in the program, which makes it difficult to assess the impact of QIADP upon offending behaviour.

It was considered that a QIADP research study using QPS data would create an opportunity to undertake an examination of recidivism that ventures outside the realm of conviction data alone, and endeavours to explore recidivism more holistically with a view to better understanding offending by QIADP participants, and the factors associated with and underpinning that behaviour.

Terminology

Listed below are a range of QIADP terminology and definitions developed by the QPS and other Government agencies in early 2009 which are used in this report.

Participant: A participant is a client/defendant who has been bailed onto QIADP.

Terminate: A terminate is: (a) a participant whose bail undertaking has been amended to remove the QIADP bail condition, or; (b) a participant whose bail has been revoked, or; (c) a participant for whom a Fail to Appear Warrant has been issued. A simple way of conceptualising a terminate is a participant who has not successfully completed QIADP.

Graduate: A graduate is a participant whom the QPS, QH, and the defence agree has successfully completed their treatment program, and has been recognised by the Court for this achievement. In practice, there have been circumstances where Magistrates are graduating participants in the absence of agreement from partner agencies.

In addition to the terminology above, other terms relevant to this report include the following:

Offending: For the purposes of this report, offending is defined as a charge against a person. A charge does not need to have been finalised in a Court to be included in the analysis. Charge data is considered to be a valid and appropriate measure of recidivism for the purposes of this study. The act of charging an offender requires police time and resources, and these resources will be expended irrespective of whether an offender's matters have been finalised in Court. Any change in the number

of charges being laid against QIADP participants is of interest to the QPS. Additionally, charging is the first step in the commencement of proceedings, and any changes will have flow-on implications for the criminal justice system as a whole. Due to the relatively minor nature of many of the offences being committed by QIADP participants, it is the experience of the QPS that the bulk of charges are finalised quickly and few matters are contested.

Non-arrest contacts: For the purposes of this report, a non-arrest contact is defined as contact between police and a QIADP participant that does not constitute an offence, and does not result in a charge. Such contacts consume QPS time and resources, and, in spite of not involving an offence, they may indicate problematic behaviour, such as Domestic Violence or misuse of alcohol.

The types of contacts used in this report were selected with reference to what would be most relevant to the sample, as well as what categories would have the most data available. It is acknowledged that there are other types of non-arrest contact which utilise police time (e.g. street checks, alcohol tip outs) that are not included within this report for various reasons, including that they cannot be recorded in QPRIME, or that the manner in which they were recorded would have required manual extraction and interpretation of the police action, which may have introduced bias.

Aims and Research Questions

The QPS recidivism project has three core aims:

1. To examine recidivism in terms of offending prior to participation on QIADP, during participation on QIADP, and offending once a participant has exited QIADP (i.e. graduated, or been terminated).
2. To examine pre-, during- and post-QIADP recidivism, where alcohol is a factor.
3. To examine non-arrest police contact with QIADP participants pre-, during- and post-QIADP.

With reference to these project aims, four multi-part research questions were developed:

1. What is the frequency and nature of offending by QIADP participants:
 - a. 12-months prior to their participation in QIADP
 - b. during their participation in QIADP
 - c. six-months after they have exited QIADP.
2. Are there links between offending and alcohol:
 - a. 12-months prior to participation on QIADP
 - b. during participation on QIADP, and/or
 - c. six-months after participants have exited QIADP.

3. What is the frequency and nature of police contact with QIADP participants:
 - a. 12-months prior to participation on QIADP
 - b. during participation on QIADP, and/or
 - c. six-months after participants have exited QIADP.

4. Are there differences in the offending rates between graduates and terminates?

How these research questions are to be addressed is discussed in detail later in this section.

Sample

The population for this project is all QIADP participants who were bailed onto the program between 1 July 2007 (when QIADP commenced) to 27 July 2009 (when the data was requested). The population contained 249 participants, and this was filtered down to a sample of 109 participants, the Regional breakdown of which is contained in Table 2. Filtering and participant exclusions are discussed later in this section.

Table 2: QIADP sample

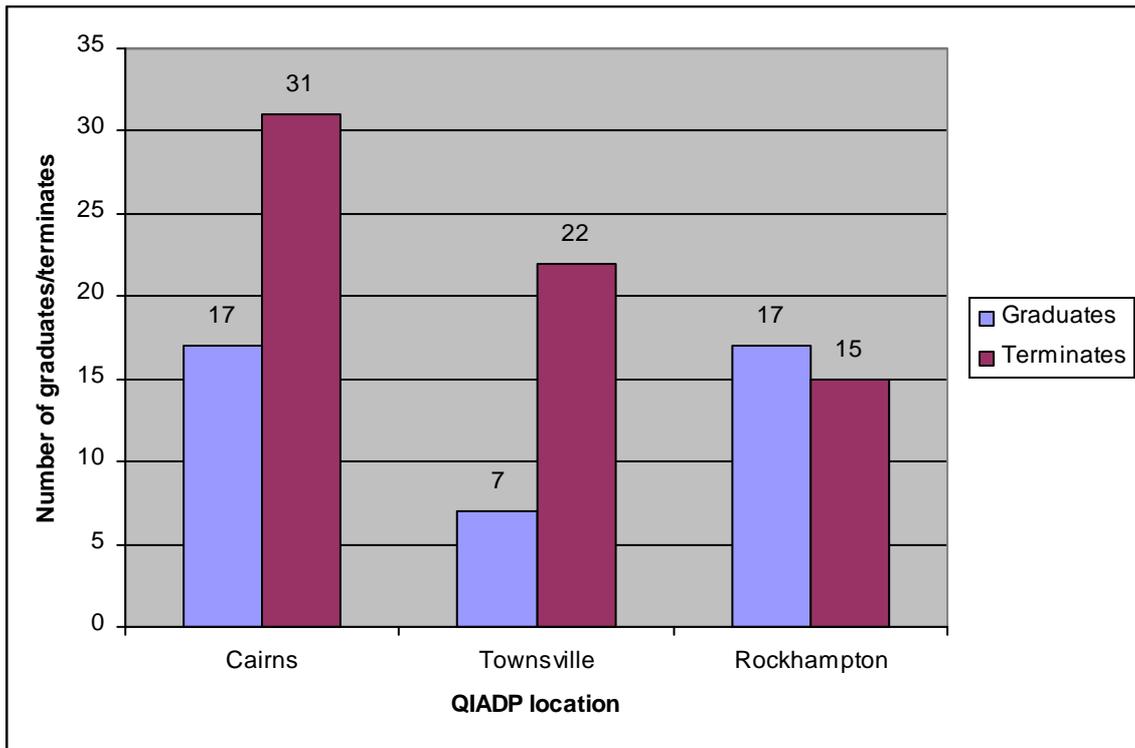
| Location | Sample size |
|------------------------------------|--------------------|
| Cairns (including Yarrabah) | 48 (44%) |
| Rockhampton (including Woorabinda) | 32 (29%) |
| Townsville | 29 (27%) |
| TOTAL | 109 |

It is acknowledged that combining Cairns and Yarrabah, and Rockhampton and Woorabinda is not ideal as there are many different processes that operate in these centres. However, due to the small sample size, it was not possible to examine these sites separately. Future research would hopefully have greater numbers, and have the capacity to differentiate between these locations.

This sample can further be broken down into participants who graduated or were terminated in each of the locations. As shown in Figure 1, Cairns (including Yarrabah) had the largest number of graduates and terminates (n = 17, and n = 31 respectively). Rockhampton (including Woorabinda) had an almost equal number of graduates and terminates (n = 17, and n = 15 respectively), and Townsville had the greatest disparity between graduate and terminate numbers, with 76% of Townsville participants being terminated from QIADP during the time period examined.¹

¹ It is acknowledged that the Townsville QIADP has enhanced its operations since this data was collected, and that the disparity between graduate and terminate numbers is no longer as considerable.

Figure 1: QIADP sample separated into graduates and terminates for each location



Sampling Methods

When creating the sample, participants needed to have data across the three time periods being examined (i.e. 12-months pre-QIADP, during-QIADP, and six-months post-QIADP). Various filters were applied to facilitate the selection of participants including:

- a) The exclusion of participants who were currently engaging in QIADP as at 27 July 2009, and had not yet exited the program. These participants were excluded as they had incomplete data for the during-QIADP period and no data for the post-QIADP period. There were 53 current participants excluded.
- b) The exclusion of participants with insufficient data at one or more of the time periods being examined (i.e. pre-, during-, or post-QIADP). These participants were excluded because they did not have the same opportunities to re-offend as those participants with complete time periods. This included participants who had:
 - (i) graduated or been terminated recently, resulting in less than six-months post-QIADP data (n = 54)
 - (ii) passed away since exiting QIADP (n = 1), or
 - (iii) served significant periods of imprisonment pre- or post-QIADP resulting in insufficient data (n = 24).

A small number of participants (n = 8) were bailed onto QIADP more than once. It was found that the additional endorsements for these participants resulted in a considerable overlap in time periods, and therefore a considerable overlap in offences

and non-arrest police contacts. It was decided to use only the first endorsement for these participants to avoid counting offences and contacts multiple times. This resulted in the exclusion of eight secondary endorsements. A potential issue with including these participants at all is that their secondary endorsement period may be impacting upon their behaviour, and this cannot be controlled for. For example, the participant's post-QIADP period on their first endorsement may partially overlap with their period of engagement on the program for their second endorsement.

This selection of participants endeavoured to ensure that opportunities for offending were comparable. For example, if a person was imprisoned for five of the six month post-QIADP period, they would not have the same opportunity to commit offences as someone who was not imprisoned at all during the six month post-QIADP period.

Data

Data was obtained from the Queensland Police Records and Information Management Exchange (QPRIME) and the Custody Index.

QPRIME

The bulk of the data for this project was extracted from QPRIME and consisted of all occurrences for the sample (n = 109) from 1 July 2006 (12-months before QIADP commenced) to 27 July 2009 (the date the data request was submitted). An occurrence is essentially an event that is of interest to police and has been recorded in QPRIME under a unique occurrence number. An occurrence may or may not involve an offence. Each unique occurrence number has a range of information linked to it, including:

- the type of offence or non-arrest contact with police
- offence or contact date and time
- if a person was affected by any substances, and to what extent, and
- any action taken against the person (e.g. charged, taken into custody, Drunk Diverted, Moved On etc).

Custody Index

The Custody Index contains all custody records up to 6 October 2008, when custody recording capabilities were introduced in QPRIME. Data was only used to examine charges of Drunk in a Public Place and Drunk Diversion non-arrest contacts for the specified period. Custody information extracted from the Custody Index and QPRIME included:

- events and actions within the custody period, such as time arrested, and time released, and transportation information
- the reason the person was taken into custody, and
- the place the person was transported to and/or released to (e.g. watch-house, diversionary centre).

Creation of the dataset

Each location-specific dataset (i.e. Cairns, Rockhampton or Townsville) was split into three subsets of timeframe-specific data (i.e. 12-months pre-QIADP, during-QIADP,² and six-months post-QIADP). For each participant, endorsement and exit dates were used to calculate pre-, during- and post-QIADP periods, and all data within those time periods was placed into the relevant spreadsheet.

When calculating the pre-QIADP and post-QIADP dates, consideration was given to periods of imprisonment served within the time periods. If a participant was imprisoned, their time periods were adjusted to ensure they had opportunities to offend for 12 or six-months.³ For example, if a participant exited QIADP on 23/12/08, their six-month post-QIADP period would end on 23/06/09. However, if the participant was imprisoned for 62 days during that six-month period, their opportunity to offend would be considerably reduced. To counter this, the number of days imprisoned was calculated and then this was added on to the six-month post-QIADP date. So, for the example above the post-QIADP date would be altered from 23/06/09 to 24/08/09 to control for the 62 days imprisonment. If a participant had numerous imprisonment periods, the total number of days was added to adjust the post-QIADP date. Of the 109 participants in the sample, 37 were imprisoned pre- and/or post-QIADP and had their time periods amended to ensure they had opportunity to offend that was comparable to those non-imprisoned participants.⁴ When those 37 participants are examined by location, 19 were from Cairns (including Yarrabah), five were from Rockhampton (including Woorabinda), and 13 were from Townsville.

In contrast to the pre-QIADP and post-QIADP periods, which were set at 12-months and six-months respectively, the during-QIADP time period will differ for each participant. It is acknowledged that this may impact upon the findings, and caution should be used when considering analyses pertaining to the during-QIADP period. To address the issues with differing time periods, data was standardised. This will be discussed in greater detail in the methods of analysis sections of this document.

Methods of Analysis

A series of quantitative analyses will be undertaken to address the research questions for this project. Quantitative analyses will include:

² It is acknowledged that there may be issues with the during-QIADP time period, as there is no ability to identify and control for circumstances where a participant may not have been complying with program requirements or engaging with service providers, but the participant was not terminated from the program. An example of such a circumstance may be a participant who has missed appointments with QH and has then Failed to Appear for their Court review, but their matter has been adjourned by the Magistrate until the next sitting rather than the Magistrate terminating them from the program. If a participant is still counted as being on the program, but they are not complying with program requirements, this may have an impact upon program outcomes.

³ Imprisonment data was obtained from criminal history documents. It is acknowledged that this data may have inaccuracies in terms of parole eligibility dates. In the two instances where participants had a parole eligibility date listed on their criminal history (rather than a Court ordered parole date), an assumption was made that the participant was released on the date they were eligible. Without obtaining data from Queensland Corrective Services, it is unknown if the data for these two participants is accurate.

⁴ This figure does not include the 24 participants who were excluded due to insufficient data related to the length of their imprisonment.

- Friedman's ANOVA where Wilcoxon Signed Ranks Tests will be used as follow-up tests
- Mann-Whitney Tests, and
- Wilcoxon Signed Ranks Tests.

Due to the small sample sizes and large within-group differences, no assumption of normality has been made, and the data is being treated as non-parametric. When reporting results of non-parametric analyses, the median test statistic is generally a more representative and appropriate measure of central tendency than the mean, and therefore the median (Mdn) will be reported. As non-parametric data is heavily influenced by high or low scores, efforts have been undertaken to identify outliers⁵ and assess their impact upon the findings. Where outliers are identified, analyses will be run with them included and excluded to ascertain what impact, if any, these scores are having upon the data.

The methods of analysis, including the quantitative tests, will be discussed in greater detail in the results section.

Issues: Arbitrary post-QIADP period and missed data

Before the results are discussed, it should be noted that the creation of a six-month post-QIADP time period was a fairly arbitrary decision, based upon the desire to gather the most data possible, but also to allow enough time for participants to show meaningful change in behaviour. This time period was also heavily influenced by the lack of graduates and terminates in the early stages of QIADP, and the fact that a longer time period (e.g. nine-months or 12-months) would have excluded those participants who had recently exited the program at the time the data was collected, or who were imprisoned for lengthy periods upon exiting QIADP.

Although efforts were undertaken to maximise the number of participants who had six-months of post-QIADP data, there were still many participants who were excluded. Further, there were many participants included in the analysis who had re-offences just outside the six-month period, meaning that the arbitrary cut-off may misrepresent the nature of their post-QIADP re-offending behaviour. Obviously, this is always going to be an issue when snapshot periods are created.

⁵ For the purposes of this project, an outlier was defined as any score that was at least two times higher or lower than the nearest score.

Results

This section presents the results of the analyses of QPS QIADP data. In line with the research aims of this project, this section will examine changes in offending over time, differences between QIADP graduates and terminates, changes in alcohol-related offending, and non-arrest police contacts.

For each research question, QIADP will be examined as a whole (n = 109), and location-specific analyses will be undertaken for Cairns (including Yarrabah) (n = 48), Rockhampton (including Woorabinda) (n = 32), and Townsville (n = 29), where sample sizes permit. Sample sizes will vary between the different analyses. For instance, if an offender did not commit an offence they would not have a severity score, and would be excluded from the severity analysis. Sample sizes will be detailed for each section of the analysis for clarity.

Periods of imprisonment in the pre-QIADP and post-QIADP time periods have been identified and controlled for to ensure that all participants in the sample had an equal opportunity to offend.

Research Question 1: Offending by QIADP participants

What is the frequency and nature of offending by QIADP participants:

- a. 12-months prior to their participation in QIADP*
- b. during their participation in QIADP*
- c. six-months after they have exited QIADP.*

Three measures of offending will be analysed to address this research question: frequency, type of offences and severity of offences.

Frequency of offending

Frequency of offending will be standardised to the number of offences committed per month as each of the three time periods being examined are of differing lengths.

Types of offences committed

The types of offences committed will be examined using frequency and descriptive statistics. Offence types will be examined at each of the three time periods for each QIADP location. Offence types of particular interest for QIADP will be examined in more detail, such as breaches of bail and failures to appear.

Severity of offending

The Australian Bureau of Statistics' 2009 National Offence Index (NOI) and Australian Standard Offence Classification (ASOC) frameworks were used to assign a severity rating to each individual charge. Severity was determined at the most detailed level⁶ within the scales to ensure that even minor changes in offending behaviour are

⁶ The framework has three levels: Divisions, which are the broadest level (e.g. Illicit drug offences), Subdivisions, which have an intermediate level of detail (e.g. Import or export illicit drugs), and Groups which are the most detailed level (e.g. Import illicit drugs). The severity analyses within this report examined offending within the Group level.

identified for each participant. Offending severity will be examined in terms of changes in the most serious offence committed over time. It is noted that using the most serious offences as a measure of severity may not provide the most holistic picture of offending and may not accurately represent an individual's offending behaviour.

The sample sizes for the severity analyses will be smaller than for the frequency analyses as participants who did not commit an offence during a particular time period do not have a severity score, and therefore changes in the seriousness of their offending cannot be assessed.

Methods of Analysis

Friedman's ANOVA was used to examine changes in frequency and severity across the three time periods being examined (i.e. pre-QIADP to during-QIADP to post-QIADP). Wilcoxon Signed Ranks Tests were used as a follow-up test for Friedman's ANOVA to correct for the number of tests, and to provide information about the direction of change (e.g. decrease or increase between time periods).⁷ A Bonferroni correction was applied, and the $p < 0.05$ significance level was distributed evenly across the three time periods. The Wilcoxon Signed Ranks Tests examined changes in frequency and severity between:

- Pre-QIADP to during-QIADP (Time 1 → Time 2)
- During-QIADP to post-QIADP (Time 2 → Time 3)
- Pre-QIADP to Post-QIADP (Time 1 → Time 3).

For some of the severity analyses, sample sizes were too small to allow for these statistical tests to be undertaken. In these situations, Wilcoxon Signed Ranks Tests were conducted to compare pre-QIADP and post-QIADP time periods to gauge whether there were changes over time. Exclusion of the during-QIADP time period boosted the sample size, as very few people offended while on the program.

Findings: Frequency of offending

QIADP total

When all QIADP locations are examined together ($n = 109$), it was found that offending frequency in the pre-QIADP period, the during-QIADP period and the post-QIADP period differed significantly. Follow-up tests revealed that the number of offences committed per month whilst on QIADP (Mdn = 0.16) was significantly lower than during the 12-months pre-QIADP (Mdn = 0.583). Offending in the six-months post-QIADP (Mdn = 0.33) was slightly higher than whilst participants were on QIADP (Mdn = 0.16), however, this difference was not statistically significant. Finally, the frequency of offending pre-QIADP (Mdn = 0.583) was significantly higher than the post-QIADP period (Mdn = 0.33).⁸

⁷ In instances where a tie occurs (i.e. the difference between scores is zero), the data is excluded from the analysis, as the Wilcoxon Signed Ranks Test is designed to test change and gauge whether that change is positive or negative (Field, 2005).

⁸ An outlier was identified in the during-QIADP time period that may have been influencing the results. All tests were run with the outlier included and excluded. The outlier was found to have no impact upon the significance levels.

Rockhampton (including Woorabinda)

It was found that the number of offences committed per month by Rockhampton participants ($n = 32$) varies significantly across the three time periods. Wilcoxon Tests show that offending was significantly more frequent in the 12-months pre-QIADP (Mdn = 0.333) than while participants were on the program (Mdn = 0). Offending frequency increased in the six-months post-QIADP (Mdn = 0.167) compared to whilst participants were on the program (Mdn = 0). This finding was not significant. An examination of differences in the frequency of offending between the pre-QIADP (Mdn = 0.333) and post-QIADP (Mdn = 0.167) periods revealed that there was a statistically significant decrease in offending over time.⁹

As evidenced in Figure 2, Rockhampton participants offended less frequently in the 12-months pre-QIADP (Mdn = 0.333) than participants in any of the other locations. Rockhampton participants also had the lowest frequency of offending (along with Townsville) in the post-QIADP period (Mdn = 0.167). The magnitude of this decrease in frequency over time was not as considerable as for other QIADP locations, however.

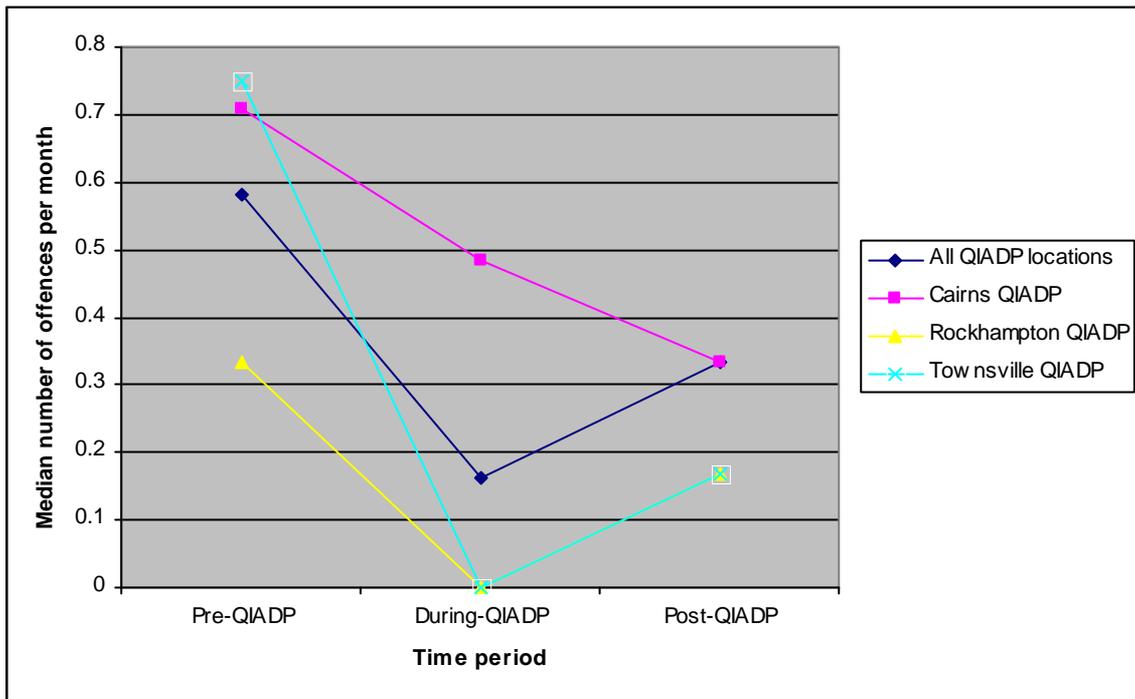
Townsville

Analysis of Townsville QIADP participants ($n = 29$) reveals that the change in the pattern of offending over time is similar to Rockhampton ($n = 32$) and the total QIADP sample ($n = 109$). Offending was significantly lower whilst participants were on QIADP in Townsville (Mdn = 0) than in the 12-months before they commenced the program (Mdn = 0.75). Participants offended more frequently in the six-months post-QIADP (Mdn = 0.167) than while they were on the program (Mdn = 0), however, this finding was not statistically significant. A significant reduction in offending frequency was found when examining changes in the number of offences committed per month between the pre- (Mdn = 0.75) and post-QIADP (Mdn = 0.167) periods.

Townsville participants committed the highest frequency of offences per month in the pre-QIADP period for any of QIADP locations, and as shown in Figure 2, in the six-months post-QIADP, Townsville participants were offending at a rate approximately 4.5 times less than they were in the 12-months prior to QIADP.

⁹ Three outliers were identified. Tests were re-run to gauge whether the outliers were impacting upon the results, however, the significance remained as outlined.

Figure 2: Change in frequency of offending over time



Cairns (including Yarrabah)

Analysis of the Cairns sample (n = 48) reveals that while fewer offences were committed per month whilst participants were on the program (Mdn = 0.483) than in the 12-months pre-QIADP (Mdn = 0.7085), and offending was lower in the six-months post-QIADP (Mdn = 0.333) than whilst on the program (Mdn = 0.483), neither of these two comparisons was statistically significant. However, analysis of changes in the frequency of offending between the pre-QIADP (Mdn = 0.7085) and post-QIADP period (Mdn = 0.333) revealed that there was a statistically significant decline in the number of offences committed per month.¹⁰

Issues: Cairns pattern of change – ‘no alcohol’ bail condition

In contrast to Townsville, Rockhampton, and the total QIADP sample, Cairns participants evidence a steady decline in offending frequency over time, as shown in Figure 2. Although the decrease in frequency is not as dramatic as the other locations – particularly while participants are on the program – Cairns is the only site that does not appear to record an increase in offending in the post-QIADP period.¹¹

A possible explanation for this difference is that the bail condition imposed upon Cairns participants stating that they are not to consume alcohol or intoxicating substances may be impacting upon offending whilst participants are on QIADP.

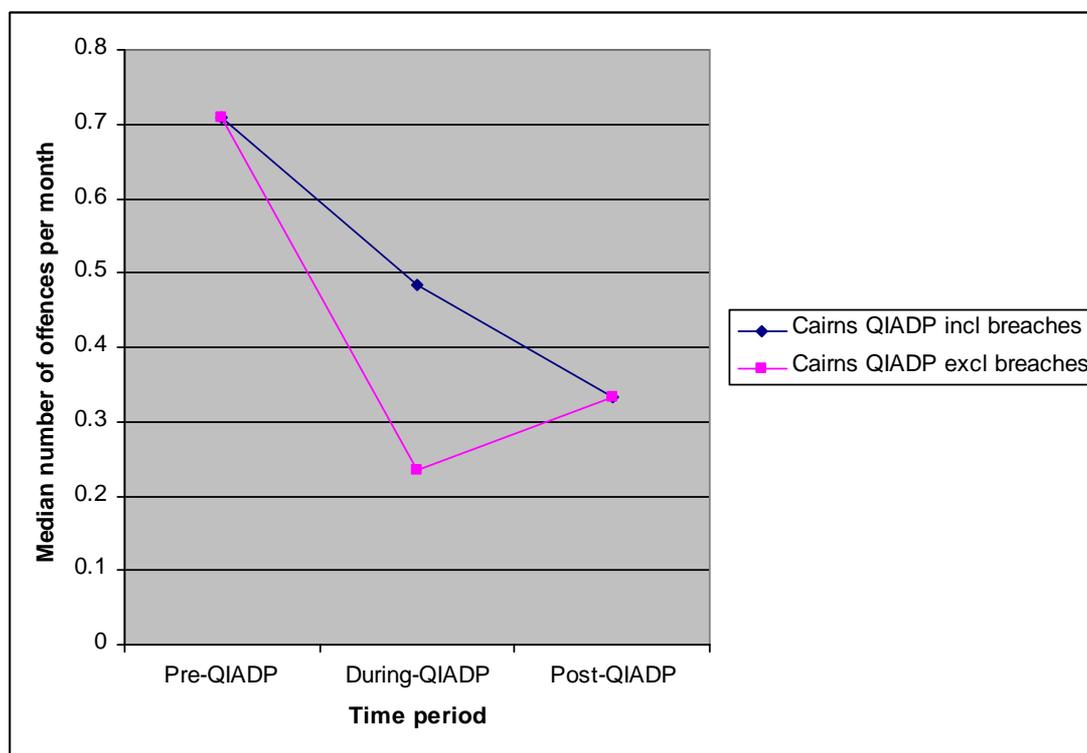
During-QIADP, Cairns participants committed 113 offences, 51 of which were breaches of bail. Of these 51 bail breaches, 34 were breaches of the alcohol

¹⁰ An outlier was identified in the during-QIADP period for Cairns that may have been influencing the non-significant findings. This score was double the next highest score in the sample. The analyses were run again with the outlier excluded, however, the findings remained non-significant.

¹¹ It is acknowledged that none of the findings between time 2 and time 3 were significant for any of the locations.

condition.¹² None of the other QIADP sites have this specific bail condition, although Townsville does have a condition stating participants are not to attend appointments with QH whilst intoxicated. If offending is examined without these breaches of bail, the pattern of offending changes dramatically,¹³ as depicted in Figure 3.

Figure 3: Frequency of offending by Cairns participants with the 'no alcohol' bail condition included and excluded



It appears that the alcohol condition is inflating charges for Cairns participants. This needs to be considered in the context of Cairns and the sample more broadly. It may not be the case that Cairns and Yarrabah participants are offending more frequently, but rather that they are being *detected* more than the other locations due to an increased focus upon compliance monitoring by local police, and also due to increased contact between participants and the QPS. The Officer in Charge (OIC) of Yarrabah station advised that compliance with the no alcohol condition is actively monitored in Yarrabah, and QIADP participants are randomly breath tested when they attend the station to report to the OIC, as per their reporting bail condition. Similarly, Cairns Police Station advise that QIADP participants are breath tested every time they attend the station for reporting to the OIC. The combination of the no alcohol condition and a reporting condition increases contact between participants and police, and enhances the likelihood of alcohol-related bail breaches being detected.

¹² Please note that four out of these 34 bail breaches involved the breach of more than one bail condition for the one charge. Breach of bail charges which involved breaches of multiple conditions were still counted as an alcohol-related breach, if one of the conditions breached was the non-alcohol condition. This means that 30 charges were removed. Further, for seven breach of bail charges assumptions were made that the charge concerned a breach of the no alcohol condition, due to the offender being flagged in QPRIME as affected by alcohol.

¹³ Exclusion of the breaches does not alter the findings of significance and non-significance.

Additionally, it may be that there was a lower level of service delivery at the time being examined and this may have had implications for participant's compliance with and engagement in QIADP. For instance, in Yarrabah very limited services were provided to participants residing in the community. These participants were arguably not as engaged and were not involved in as much treatment and rehabilitation as participants in the non-remote QIADP locations that had greater services available. This may have contributed to high levels of offending during-QIADP as participants may have been left to their own devices, rather than being more effectively engaged and working towards addressing their issues. In combination with the lower level of service delivery and engagement by participants, there may have been inconsistent reporting of non-compliance to the police in Yarrabah, meaning that the ability of the program to respond to negative behaviour was limited prior to the point where the participant was charged with breaching a bail condition and/or committing an offence. Enhanced reporting of problematic behaviour may have provided an opportunity to better identify and address the participant's needs, and attempt to more effectively engage a participant prior to the point where they were committing offences.

It is important to note that even when the alcohol bail breaches are removed, the Cairns sample were still offending considerably more frequently than the other QIADP locations. Whilst on QIADP, the Cairns sample committed 113 offences, which, even with the alcohol bail breaches removed, leaves 83 offences (Mdn = 0.235) which is considerably higher than the median rate of offending in Townsville (30 offences, Mdn = 0) and Rockhampton (37 offences, Mdn = 0).

One possible explanation was that Townsville and Rockhampton were terminating non-compliant participants (e.g. those who are offending) more rapidly than Cairns, meaning that the frequency of offending by Cairns participants was higher because they had more opportunities to offend. However, this was not the case as terminates in both Cairns and Townsville are on the program for an average of 2.08 months, while Rockhampton terminates stay on the program for 3.2 months.

A more probable reason is that the policy of the Cairns Magistrate to only refer persons facing imprisonment to QIADP results in a participant sample that are more likely to be long-term and/or more serious offenders. This policy may limit the degree to which the Cairns sample can be meaningfully compared to QIADP participants in Townsville and Rockhampton. Therefore, it may be inappropriate to expect that the Cairns sample could have a decrease in offending comparable to Townsville or Rockhampton, where participants do not need to be facing imprisonment.

The benefit of the additional detection and enforcement cannot be determined from the data in this study. It may be argued that the additional enforcement of the Cairns sample has not resulted in lowered re-offending in comparison to Rockhampton or Townsville samples. Alternatively, it may be argued that, as the Cairns sample were more serious offenders, the fact that their re-offending was similar to the other cohorts is a positive finding.

It should be noted that participants who are consuming alcohol whilst on QIADP in Cairns and Yarrabah are in breach of their bail conditions and have committed an offence. The police are simply detecting these breaches, as is their role. Whilst some agencies may criticise the finding that the no alcohol condition appears to be

contributing to charges against participants, consideration should be given to the possibility that the high levels of breaches are perhaps indicative of a bigger problem with QIADP and its capacity to address problematic and negative behaviour. The QPS supports the use of the no alcohol bail condition in Cairns if it enhances program integrity and outcomes, and protects the community and victims of crime. In an effort to enhance QIADP and generate positive outcomes, the QPS Breach Policy has been implemented¹⁴. The Breach Policy endeavours to enhance the timely consideration of a suspected breach of bail, provide an appropriate response or intervention focused upon changing the defendant's behaviour, and enhance the operation of QIADP. The active use of this Policy has the capacity to reduce the number of breach of bail charges being incurred by a participant, as the individual can elect to complete an intervention to address their negative behaviour, the result of which may be that proceedings are not commenced for the bail breach. Any future replication of the current study would likely find that breach of bail charges in Cairns (and the other QIADP locations) would have decreased since the implementation of the Policy.

Issues: Increase in frequency post-QIADP

For all QIADP samples except Cairns offending in the six-months after participants exited QIADP was more frequent than the period while participants were on the program. Although these results all lacked significance, this finding does perhaps indicate that future analyses with a larger sample and a longer time period (i.e. greater than six-months) may definitively show that the decrease in offending seen while participants are engaging in QIADP is not sustained once the Court-based supervision and treatment and rehabilitation are removed.

Findings: Types of offences

Types of offences will be examined for each discrete QIADP location at each time period. A summary of all offences is contained in Table 3. Please note that the time periods and sample sizes for each site differ and this will impact upon the number of offences committed (e.g. Cairns has a larger sample size than the other two sites). For each location, offences are presented with reference to the Australian Bureau of Statistics ASOC offence Divisions. As noted in footnote 9 on page 22, Divisions are the broadest classification level within the Australian Bureau of Statistics' instrument and consider 'categories' of offences (e.g. theft and related offences) within which many discrete offences fit (e.g. motor vehicle theft).

Table 3: Offences committed at each time period for each QIADP location

| | Offences Pre-QIADP (12m) | Offences During QIADP | Offences Post-QIADP (6m) | Total |
|----------------------------------|---|--------------------------------------|---|--------------|
| Cairns (incl Yarrabah) | 475 | 113 | 179 | 767 |
| Townsville | 329 | 30 | 104 | 463 |
| Rockhampton (incl Woorabinda) | 198 | 37 | 62 | 297 |
| TOTAL | 1002 | 180 | 345 | 1527 |

¹⁴ Note that the Breach Policy was not in place in Cairns at the time the data was collected, as it was introduced in the latter quarter of 2009.

Cairns (including Yarrabah)

Cairns participants (n = 48) committed 475 offences in the 12-months pre-QIADP, 113 offences whilst on the program, and 179 offences in the six-months post-QIADP. A total breakdown of offences is contained in Appendix 1. The breakdown of offences committed by Cairns participants at each time period is separated into offence Divisions in Table 4.

Table 4: Cairns QIADP: offence Divisions pre-, during- and post-QIADP

| Offence | Pre-QIADP (12m) | During QIADP | Post-QIADP (6m) |
|--|------------------------|---------------------|------------------------|
| Acts Intended to Cause Injury | 28 (6%) | 2 (2%) | 12 (7%) |
| Sexual Assault and Related Offences | 1 (0%) | 1 (1%) | 0 (0%) |
| Dangerous or Negligent Acts Endangering Persons | 4 (1%) | 1 (1%) | 0 (0%) |
| Abduction, Harassment and Other Offences Against the Person | 0 (0%) | 0 (0%) | 1 (1%) |
| Unlawful Entry With Intent/Burglary, Break and Enter | 17 (4%) | 3 (3%) | 7 (4%) |
| Theft and Related Offences | 45 (9%) | 8 (7%) | 18 (10%) |
| Illicit Drug Offences | 10 (2%) | 2 (2%) | 5 (3%) |
| Prohibited and Regulated Weapons and Explosives Offences | 3 (1%) | 0 (0%) | 1 (1%) |
| Property Damage and Environment Pollution | 16 (3%) | 2 (2%) | 7 (4%) |
| Public Order Offences | 180 (38%) | 18 (16%) | 65 (36%) |
| Traffic and Vehicle Regulatory Offences | 10 (2%) | 1 (1%) | 5 (3%) |
| Offences Against Justice Procedures, Government Security and Government Operations (Justice and Government Offences) | 161 (34%) | 75 (66%) | 58 (32%) |
| TOTAL | 475 | 113 | 179 |

Note: Percentages have been rounded and may not total 100%.

Public Order Offences, and Offences Against Justice Procedures, Government Security and Government Operations (Justice and Government Offences, henceforth) were the most common type of offences across all three time periods.

Public Order Offences accounted for 38% of total offences committed in the pre-QIADP period, 16% of total offences committed in the during-QIADP period and 36% of total offences committed in the post-QIADP period. The types of offences contained within this Division include: Public Nuisance, Trespass, Begging in a Public Place, Wilful Exposure, Consume Liquor or Being Drunk in a Public Place, and other Liquor Act Offences.

Justice and Government Offences accounted for 34% of total offences committed in the pre-QIADP period, 66% of total offences in the during-QIADP period and 32% of total offences in the post-QIADP period. Offences within this Division include: Assault Police, Contravene Requirement, Disobey Move on Direction, Bail Act

(Breach)/Fail to Appear, Breach Domestic Violence Order, and Resist Arrest, Incite, Hinder or Obstruct Police.

Breach of Bail and Fail to Appear Offences

A considerable proportion of the offences committed across the three time periods are Justice and Government Offences, which includes breaches of bail and failures to appear. As seen in Table 5, breaches of bail accounted for almost half of all offences committed by Cairns participants during-QIADP. This was a considerable increase from the pre-QIADP period and a considerable decrease from the post-QIADP period where only 6% and 4% of all offences were breaches of bail, respectively. The high number of breaches of bail during-QIADP may be due to variations in local justice practices and procedures. For example, the Cairns QIADP Magistrate places a number of conditions on bail undertakings that are not regularly used by other QIADP sites, such as the no alcohol condition and requirements to report to the OIC of the Cairns police station multiple times per week. Information from QPS personnel in Cairns indicate that there is a very high level of compliance monitoring in regards to QIADP bail conditions, which could also account for the increase in bail breaches.

In the during-QIADP period the proportion of failure to appear offences (7%) was far less than breaches of bail (45%). In contrast, in both the pre-QIADP and post-QIADP periods, failures to appear were more prevalent than breaches of bail in terms of the proportion of all offences committed at those time periods.

Table 5: Cairns QIADP Breaches of Bail and Failure to Appear Offences pre-, during- and post-QIADP

| | Pre-QIADP (12m) | During-QIADP | Post-QIADP (6m) |
|------------------------------------|----------------------------|---------------------|----------------------------|
| Breach of Bail | 30 (6%) | 51 (45%) | 7 (4%) |
| Failure to Appear | 47 (10%) | 8 (7%) | 23 (13%) |
| TOTAL OFFENCES AT EACH TIME | 475 | 113 | 179 |

It is acknowledged that these types of offences are obviously going to be heavily influenced by behaviour – namely, whether or not a participant has offended during the relevant period and are subject to bail conditions and/or required to attend Court.

Issue: lower levels of Failure to Appear during-QIADP

Potentially, failure to appear rates may be lower while Cairns participants are on the program due to local processes. Specifically, if a participant fails to appear in Cairns QIADP Court the consequence of this is more likely to be that a warrant is issued, and that warrant results in the revocation of the participant’s bail, and the Magistrate terminates them from the QIADP.¹⁵ At that stage, participants would move from the during-QIADP period into the post-QIADP period.

¹⁵ This has been observed by personnel from Legal Services Branch on several occasions. While some parties may argue that a participant cannot be terminated without the opportunity for the defendant to explain the circumstances surrounding their behaviour, operationally this is the process that generally occurs in the Cairns QIADP Court. In other sites, the response to a participant’s failure to appear may be that the QIADP Magistrate orders a warrant to lie on file, or adjourns the matter until the next QIADP Court sitting and asks ATSILS and/or QH staff to locate the participant. This may not provide a timely response to problematic behaviour.

There are circumstances where a defendant may seek another endorsement onto the QIADP after being terminated for failing to appear. However, if such a participant failed to appear again, it may be unlikely that the Court would continue to give them opportunities to participate on the QIADP, as non-compliance with Court reporting requirements are time consuming for the Court and may indicate a lack of program engagement. This may also help to explain why failures to appear are low in Cairns.

Townsville

Townsville participants (n = 29) committed 329 offences in the 12-months pre-QIADP, 30 offences whilst on the program, and 104 offences in the six-months post-QIADP. Appendix 2 provides a breakdown of all offences.

The breakdown of offences committed by Townsville participants at each time period are separated into offence Divisions in Table 6. As with Cairns, Public Order Offences and Justice and Government Offences were the most common Divisions within which participants offended. Public Order Offences account for 44% of total pre-QIADP offences, 17% of total offences committed in the during-QIADP period, and 49% of total offences committed post-QIADP.

Justice and Government Offences account for 31% of total offences committed in the pre-QIADP period, 83% of total offences in the during-QIADP period and 25% of total offences in the post-QIADP period.

Table 6: Townsville QIADP: offence Divisions pre-, during- and post-QIADP

| Offence Type | Pre-QIADP (12m) | During QIADP | Post-QIADP (6m) |
|--|------------------------|---------------------|------------------------|
| Acts Intended to Cause Injury | 10 (3%) | 0 (0%) | 3 (3%) |
| Sexual Assault and Related Offences | 0 (0%) | 0 (0%) | 1 (1%) |
| Dangerous or Negligent Acts Endangering Persons | 10 (3%) | 0 (0%) | 2 (2%) |
| Unlawful Entry With Intent/Burglary, Break and Enter | 1 (0%) | 0 (0%) | 0 (0%) |
| Theft and Related Offences | 25 (8%) | 0 (0%) | 12 (12%) |
| Illicit Drug Offences | 2 (1%) | 0 (0%) | 3 (3%) |
| Prohibited and Regulated Weapons and Explosives Offences | 3 (1%) | 0 (0%) | 1 (1%) |
| Property Damage and Environment Pollution | 8 (2%) | 0 (0%) | 2 (2%) |
| Public Order Offences | 145 (44%) | 5 (17%) | 51 (49%) |
| Traffic and Vehicle Regulatory Offences | 22 (7%) | 0 (0%) | 3 (3%) |
| Offences Against Justice Procedures, Government Security and Government Operations (Justice and Government Offences) | 103 (31%) | 25 (83%) | 26 (25%) |
| TOTAL | 329 | 30 | 104 |

Note: Percentages have been rounded and may not total 100%.

Breach of Bail and Fail to Appear Offences

As with Cairns, Justice and Government Offences were frequently committed by Townsville QIADP participants, including breaches of bail and failures to appear. As seen in Table 7, the highest proportion of both failure to appear and breach of bail offences were committed whilst participants were on QIADP, with these offences accounting for 33% and 47% of all offences committed during this time period, respectively. Failures to appear and breaches of bail each accounted for less than 10% of all offences committed in both the pre-QIADP and post-QIADP time periods.

Table 7: Townsville QIADP Breaches of Bail and Failure to Appear Offences pre-, during- and post-QIADP

| | Pre-QIADP (12m) | During-QIADP | Post-QIADP (6m) |
|------------------------------------|----------------------------|---------------------|----------------------------|
| Breach of Bail | 18 (5%) | 14 (47%) | 6 (6%) |
| Failure to Appear | 31 (9%) | 10 (33%) | 8 (8%) |
| TOTAL OFFENCES AT EACH TIME | 329 | 30 | 104 |

Issue: Cairns versus Townsville

Townsville QIADP participants committed 30 offences whilst on the program, which was far fewer than Cairns participants who committed 113 offences. Of the 30 offences committed by Townsville participants, breaches of bail and failures to appear accounted for 80%, while in Cairns these offences accounted for 52% of during-QIADP offences. Although the sample sizes differ, it is clear that Cairns participants were offending at a higher rate than participants from Townsville while participating in the program.

Potential explanations for the lower levels of offending by Townsville participants may include that the characteristics of participants in Townsville differ from those in Cairns, as Cairns participants are likely to be more entrenched and serious offenders than those in Townsville and this may lead to different offending outcomes.

It may be possible that offending is lower in Townsville due to the high level of positive contact between participants and PLOs which may be helping participants stay on track and reduce their offending. Certainly, if participants were committing offences or otherwise not complying with their bail or program conditions, there is a reasonable likelihood that PLOs would be identifying this behaviour. While PLOs in Cairns are also involved in QIADP, their participation has been intermittent due to staffing issues, and has never been as consistent and dedicated as Townsville.

Rockhampton (including Woorabinda)

Rockhampton participants (n = 32) committed 198 offences in the 12-months pre-QIADP, 37 offences during-QIADP, and 62 offences in the six-months post-QIADP. All offences are contained in Appendix 3.

As seen within Table 8, offence Divisions within which Rockhampton participants offended are similar to those found for Cairns and Townsville. Public Order Offences and Justice and Government Offences are the most common Divisions within which Rockhampton participants offended across all three time periods. Public Order Offences account for 31% of total offences committed in the pre-QIADP period, 30%

of total offences committed in the during-QIADP period, and 31% of total offences committed in the post-QIADP period.

Justice and Government Offences account for 38% of total offences pre-QIADP, 57% of total offences during-QIADP, and 39% of total offences in the post-QIADP period.

Table 8: Rockhampton QIADP: offence Divisions pre-, during- and post-QIADP

| Offence Type | Pre-QIADP (12m) | During QIADP | Post-QIADP (6m) |
|--|------------------------|---------------------|------------------------|
| Acts Intended to Cause Injury | 16 (8%) | 2 (5%) | 4 (6%) |
| Sexual Assault and Related Offences | 0 (0%) | 0 (0%) | 1 (2%) |
| Dangerous or Negligent Acts Endangering Persons | 2 (1%) | 0 (0%) | 1 (2%) |
| Unlawful Entry With Intent/Burglary, Break and Enter | 2 (1%) | 0 (0%) | 2 (3%) |
| Theft and Related Offences | 4 (2%) | 0 (0%) | 2 (3%) |
| Illicit Drug Offences | 7 (4%) | 0 (0%) | 4 (6%) |
| Prohibited and Regulated Weapons and Explosives Offences | 1 (1%) | 0 (0%) | 0 (0%) |
| Property Damage and Environment Pollution | 11 (6%) | 0 (0%) | 1 (2%) |
| Public Order Offences | 61 (31%) | 11 (30%) | 19 (31%) |
| Traffic and Vehicle Regulatory Offences | 13 (7%) | 3 (8%) | 2 (3%) |
| Offences Against Justice Procedures, Government Security and Government Operations (Justice and Government Offences) | 76 (38%) | 21 (57%) | 24 (39%) |
| Miscellaneous Offences ¹⁶ | 5 (3%) | 0 (0%) | 2 (3%) |
| TOTAL | 198 | 37 | 62 |

Note: Percentages have been rounded and may not total 100%.

Breach of Bail and Fail to Appear Offences

Table 9 shows the number of breach of bail and fail to appear offences committed across the three time periods. In contrast to Townsville and Cairns, Rockhampton participants committed a larger proportion of failure to appear offences (22%) during-QIADP than breaches of bail offences (8%). It should be noted that the Magistrate in Rockhampton issues almost no bail conditions, in contrast to Townsville and Cairns, and this will obviously impact upon the number of breaches of bail that QIADP participants can incur. This may be a product of the types of participants in Rockhampton QIADP and also the attitude of the presiding Magistrate.

¹⁶ Miscellaneous offences refer to those offences that do not fit within any of the Divisions. For example, Dangerous Substance Offences, such as the inhalation of petrol.

Table 9: Rockhampton QIADP Breaches of Bail and Failure to Appear Offences pre-, during- and post-QIADP

| | Pre-QIADP (12m) | During-QIADP | Post-QIADP (6m) |
|------------------------------------|----------------------------|---------------------|----------------------------|
| Breach of Bail | 8 (4%) | 3 (8%) | 0 (0%) |
| Failure to Appear | 19 (10%) | 8 (22%) | 8 (13%) |
| TOTAL OFFENCES AT EACH TIME | 198 | 37 | 62 |

Issue: Breaches of Domestic Violence Orders

Rockhampton is the only QIADP location where breaches of Domestic Violence Orders were one of the most frequently committed offences (see Appendix 3). When breaches of Domestic Violence Orders are considered for Cairns and Townsville, it is clear that this particular offence is a far bigger issue for Rockhampton QIADP participants, as shown in Table 10, which depicts this offence as a percentage of total offences committed at each time period. For the time period examined QIADP was predominately focused upon alcohol misuse, and lesser consideration was given to other problematic factors, such as Domestic Violence and the issues underpinning and contributing to that behaviour.

Table 10: Breaches of Domestic Violence Orders as a percentage of total offences at each time period

| | Pre-QIADP (12m) | During QIADP | Post-QIADP (6m) |
|------------------------------------|----------------------------|---------------------|----------------------------|
| Cairns (including Yarrabah) | 5% | 6% | 4% |
| Rockhampton (including Woorabinda) | 11% | 14% | 10% |
| Townsville | 4% | 0% | 1% |

Findings: Severity of offending

The final measure of offending to be examined for QIADP participants is severity of offending. This measure will be examined in terms of the most serious offence. Only participants who committed at least one offence at each of the time periods being examined will be included in these analyses.

The same statistical tests will be used as for the frequency analysis. A secondary test will also be applied to compare offence severity pre-QIADP and post-QIADP. This secondary test is being undertaken in an effort to counter some of the data that is being lost in the first level of analysis, due to the limited number of participants who offended whilst on the program¹⁷, particularly in Townsville and Rockhampton. Additional information about the statistical test used can be found in the methodology section of this report.

¹⁷ It is unknown why there are fewer offenders in the during-QIADP period. Potentially, involvement in the program may be impacting positively upon offending behaviour, at least while participants are on QIADP. This may be associated with greater supervision and support provided to participants. Alternatively, the number of offenders may be lower during-QIADP because participants who were not suitable engaging and/or were non-compliant may have been terminated promptly, reducing their ability to commit offences whilst on the program.

Please note that when interpreting severity ratings, lower scores indicate a more serious offence. ASOC and NOI scores can range from one, which is the most serious offence available, to 157, which is the least serious offence. Visual representations of severity scores will invert the data so the pattern is clearer.

QIADP total

It was found that the most serious offence committed varied significantly across the three time periods when all QIADP participants (n = 44) were examined. It was found that offending was significantly less serious while participants were on QIADP (Mdn = 103) than in the 12-months before they commenced the program (Mdn = 27). Offending severity significantly increased in the six-months post-QIADP (Mdn = 69) as compared with the during-QIADP period (Mdn = 103). However, no statistically significant difference was found between offending in the 12-months pre-QIADP (Mdn = 27) compared to the six-months post-QIADP (Mdn = 69).¹⁸

The second level of analysis examined participants who offended in the pre-QIADP period and the post-QIADP period (n = 79) to assess whether there were differences in the most serious offence committed at these two times. Exclusion of the during-QIADP time period boosted the sample size, as more than 50% of the sample did not offend whilst on the program. This analysis revealed that in the six-months post-QIADP (Mdn = 77), participants committed significantly less serious offences than in the 12-months before (Mdn = 27) they commenced the program.

Cairns (including Yarrabah)

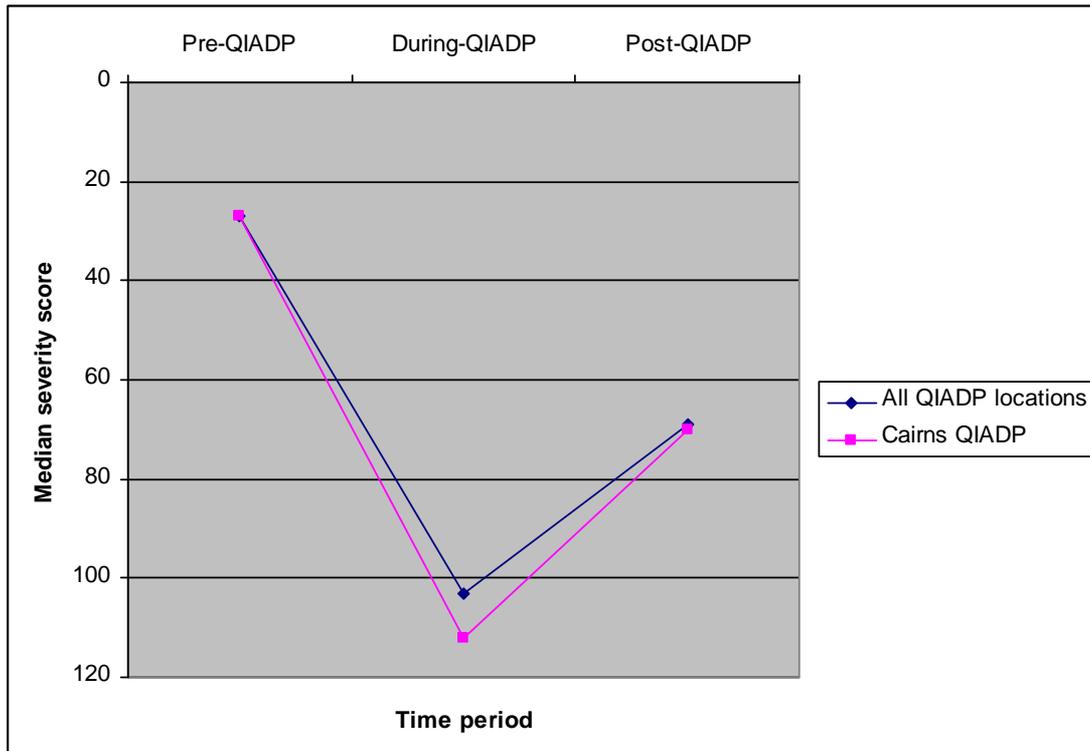
For Cairns (n = 27), significant differences in severity of offending were found across time. Offending was significantly more serious pre-QIADP (Mdn = 27) and post-QIADP (Mdn = 70) than while participants were on the program (Mdn = 112). Offending was less serious post-QIADP (Mdn = 70) than it was in the 12-months before participants commenced the program (Mdn = 27), however, this was not statistically significant.

A secondary level of analysis was undertaken using the 40 participants who offended in the 12-months pre-QIADP, and also in the six-months post-QIADP. This represents 83% of the total Cairns sample. An examination of offending at these two times showed that Cairns participants significantly reduced their offending severity in the six-months post-QIADP (Mdn = 74) compared with their level of severity before they commenced the program (Mdn = 27).

The change in most serious offence is represented visually for Cairns and the total QIADP sample in Figure 4. Townsville and Rockhampton had insufficient numbers of participants to undertake this analysis. The pattern of change shows that offending is at its most serious prior to QIADP participation, that it then declines while participants are engaging in the program, and severity increases again after participants are no longer on the program.

¹⁸ Adjusted to $p < 0.0167$ as per Bonferroni's method.

Figure 4: Change in severity of offending over time for Cairns and the total QIADP sample (most serious offence)



Issues: Increase post-QIADP

For the total QIADP sample and Cairns, offending severity declined while participants were on QIADP and then significantly increased again post-QIADP. A similar non-significant result was found for the frequency analyses. The post-QIADP increases may be related to the removal of supervision and compliance monitoring, and issues surrounding the availability of aftercare for graduates.

Rockhampton (including Woorabinda)

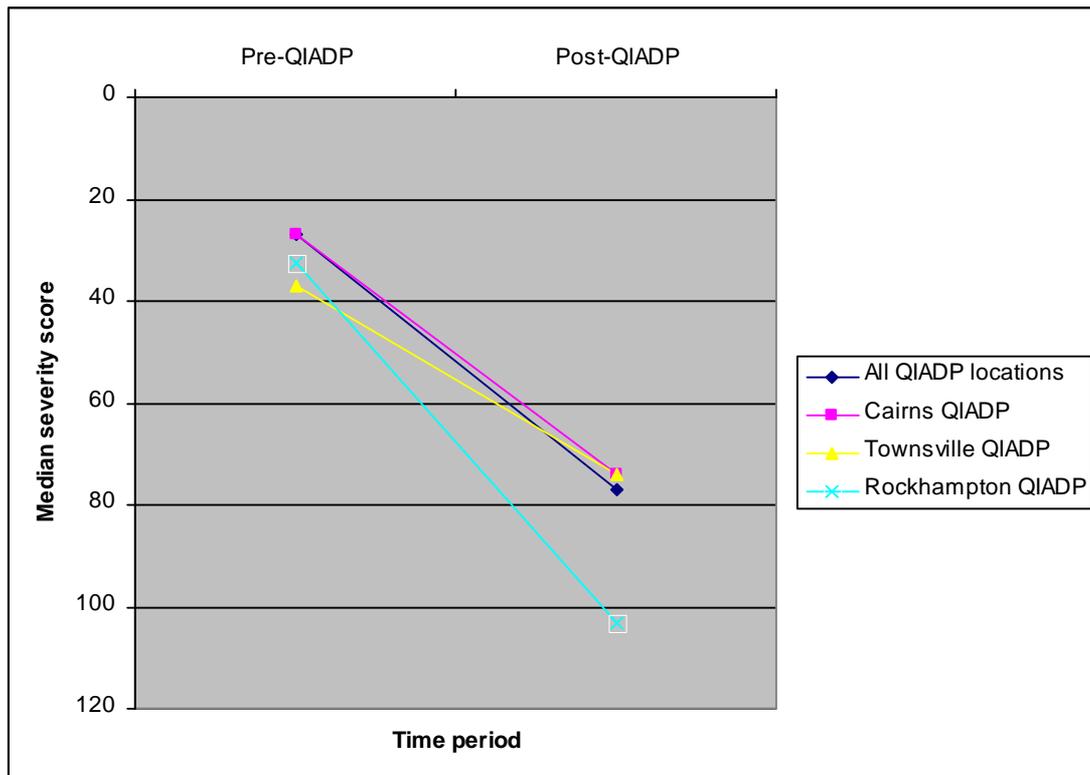
Due to the small number of participants who offended at all three time periods (n = 6), analysis was not possible. Instead, severity was examined for the pre- and post-QIADP periods, as exclusion of the during-QIADP time period boosted the sample to 20 participants. Analysis revealed that offending was significantly more serious in the pre-QIADP (Mdn = 32.5) than in the six-months post-QIADP (Mdn = 103).

Townsville

Townsville also had a small number of participants (n = 11) who offended at all three time periods. Examining only the pre- and post-QIADP time periods increased the sample to 19 participants. Analysis revealed no significant difference in severity post-QIADP (Mdn = 74), as compared with the pre-QIADP period (Mdn = 37).

Figure 5 depicts the changes in the most serious offence committed pre- to post-QIADP for each location, and all sites combined. As shown, all samples evidenced a change from more serious to less serious offences over time. This change was significant for all sites except Townsville. The greatest change was in Rockhampton.

Figure 5: Changes in severity of offending pre-QIADP to post-QIADP



Issues: No significant change in severity pre- to post-QIADP for Townsville – historical issues

Of all the samples, Townsville was the only location that did not record a statistically significant decrease in severity between the pre-QIADP and post-QIADP periods. This is interesting considering that Townsville participants had the greatest reduction in offending frequency over time.

The following historical issues within Townsville may help explain the lack of change in severity over time, as many of the participants included in the analysis were involved in QIADP in the early stages while the program was experiencing implementation issues and not operating as effectively as it may be at present:

- poor relationships between partner agencies;
- poor perceptions of QIADP within the community;
- perpetually low program numbers and high numbers of terminations;
- a lack of support for the program from the Aboriginal and Torres Strait Islander Legal Service (ATSILS) who represented participants; and
- very limited referrals from Palm Island to Townsville.

These issues were not overcome until mid to late 2009, when partner agencies established positive working relationships, representation of QIADP participants was extended outside ATSILS, PLOs became heavily involved in the program, and referral processes were enhanced.

Issues: Seriousness of offending in Rockhampton

The pre- to post-QIADP comparison showed that Rockhampton participants evidenced the greatest change in severity of offending over time. Rockhampton participants may have the greatest change in severity over time because their offending behaviour is not as prolific or entrenched as offenders in Townsville and Cairns, and QIADP may be impacting upon their behaviour more clearly than in the other locations. This result may also be related to the delayed implementation of QIADP in Rockhampton. The program essentially did not commence until late 2007 to early 2008. This gave agencies time to prepare and resource their response to QIADP, and may have contributed to a program that operated functionally from the outset, which could contribute to positive outcomes for participants, at least in terms of offending severity.

Issue: ASOC and NOI severity frameworks

The ASOC and NOI instruments used for severity analyses may not be well suited to the QIADP sample, and this may be impacting upon the findings. These instruments cover the spectrum of possible offences, however, QIADP participants are unlikely to be offending across the spectrum. For example, QIADP participants will not have committed serious violent offences or sexual offences prior to involvement in the program, as such offences would make them ineligible for QIADP. Such exclusions will essentially mean that the upper end of the severity scale will not be of relevance to the QIADP sample, at least before they commence the program. Similarly, offences need to be related to alcohol-misuse to be included in QIADP and this will also lead to the exclusion of certain offences.

Research Question 2: Alcohol-related offending

Are there links between offending and alcohol:

- a. 12-months prior to participation on QIADP*
- b. during participation on QIADP, and/or*
- c. six-months after participants have exited QIADP.*

As QIADP targets offending related to alcohol misuse, it was considered pertinent to identify the prevalence of alcohol-related offending within the sample, and whether this changed over time. To do this, three measures of alcohol-related offending will be examined: frequency, and types of offences and severity of offences. These measures will be examined for each of the discrete QIADP locations, as well as the total QIADP sample (n = 109).

Alcohol-related offending

Two criteria were applied to ascertain whether an offence involved alcohol. Firstly, an offence was determined to be alcohol-related if the offence, by definition, had to involve alcohol. An example of such an offence would be drink driving, as an offender cannot be charged with this offence unless they have consumed alcohol and returned a blood alcohol reading over a set limit. Alcohol by definition offences committed by QIADP participants included:

- Community By-Law Offences, including Consumption of Methylated Spirits, Drunkenness, and Possession/Consumption of Liquor on a Dry Place;
- Consume Liquor in the Public Place;
- Drink driving;
- Drunk in the Public Place; and
- *Liquor Act 1992* offences, including Refused Entry or Evicted from Licensed Premises, Possess Liquor in a Restricted Area, and Drunk or Disorderly on Licensed Premises.

Secondly, offences were determined to be alcohol-related if an alcohol-indicator was marked in QPRIME. This indicator identifies if an offender or victim was affected by alcohol, or other substances. An assessment as to whether the offender or victim was affected is made by the police officer attending the occurrence. For the purposes of this project, only offenders affected by alcohol are being examined.¹⁹ An example of this may be that police are called to a disturbance and locate an offender who is verbally abusing passers by and is stumbling, has slurred speech, and smells of alcohol. The police charge this offender with causing a public nuisance, and at the time the offence is entered into QPRIME, the offender is flagged as being affected by alcohol. It is acknowledged that the alcohol-indicator in QPRIME relies on a subjective determination by a police officer that a person is affected by a substance, and that this could potentially impact upon the data.

¹⁹ An offender may be affected by alcohol and other substances, however, an offender will be excluded if they are solely affected by drugs or volatile substances.

Issues have been encountered in previous research with a large number of ‘unknowns’ being recorded in QPRIME against these substance indicators. All ‘unknowns’ were excluded from the alcohol-related analyses within the current study. It is acknowledged that this likely resulted in a smaller number of alcohol-related offences than may have actually been committed by the sample. Time delays between when an offence was committed and when an offender was charged appeared to be the key reason why police recorded ‘unknown’ in the substance indicator field in QPRIME.

Methods of analysis

Measures of frequency, type of alcohol-related offences, and severity were constructed in the same way as outlined for research question one, with the obvious distinction that the current research question is focused upon offences involving alcohol. Methods of analysis mirror those used in research question one.

Findings: Frequency of alcohol-related offending

QIADP total

For the total QIADP sample (n = 109), significant differences were found between the pre-, during- and post-QIADP time periods in terms of the frequency of alcohol-related offending. In the 12-months before participants commenced QIADP (Mdn = 0.417), they committed significantly more offences per month involving alcohol than while they were on the program (Mdn = 0). Further, it was found that there was no significant change in alcohol-related offending in the six-months after participants exited QIADP (Mdn = 0.167), as compared with the time participants were on the program. Finally, it was found that offending involving alcohol was significantly less frequent after participants exited QIADP (Mdn = 0.167) as compared with the 12-months before being bailed onto the program (Mdn = 0.417).²⁰

Cairns (including Woorabinda)

For Cairns (n = 48), there were no significant differences across the time periods for alcohol-related offending. When the pre-QIADP (Mdn = 0.4585) and during-QIADP (Mdn = 0.257) time periods are compared, it was found that approximately half the sample committed more alcohol-related offences before starting the program, while half committed less. This finding lacked significance. A similar result was found when comparing offences during-QIADP (Mdn = 0.25) with those committed post-QIADP (Mdn = 0.25). Again, this finding was non-significant. Finally, it was found that alcohol-related offending decreased post-QIADP (Mdn = 0.25) as compared with frequency levels before participants started the program (Mdn = 0.4585). This finding was just shy of significance when the Bonferroni method was applied.²¹

Townsville

For Townsville (n = 29), there were statistically significant differences between the three time periods when alcohol-related offending was examined. There was a significant decrease in alcohol-related offending frequency during-QIADP (Mdn = 0) as compared to the 12-months pre-QIADP (Mdn = 0.417). There was no significant difference between alcohol-related offending during-QIADP (Mdn = 0) and after participants exited the program (Mdn = 0). Finally, it was found that there were

²⁰ An outlier was identified that may have been impacting upon the results. Removal of the outlier did not alter the findings.

²¹ Removal of an identified outlier from the Cairns sample did not alter the findings.

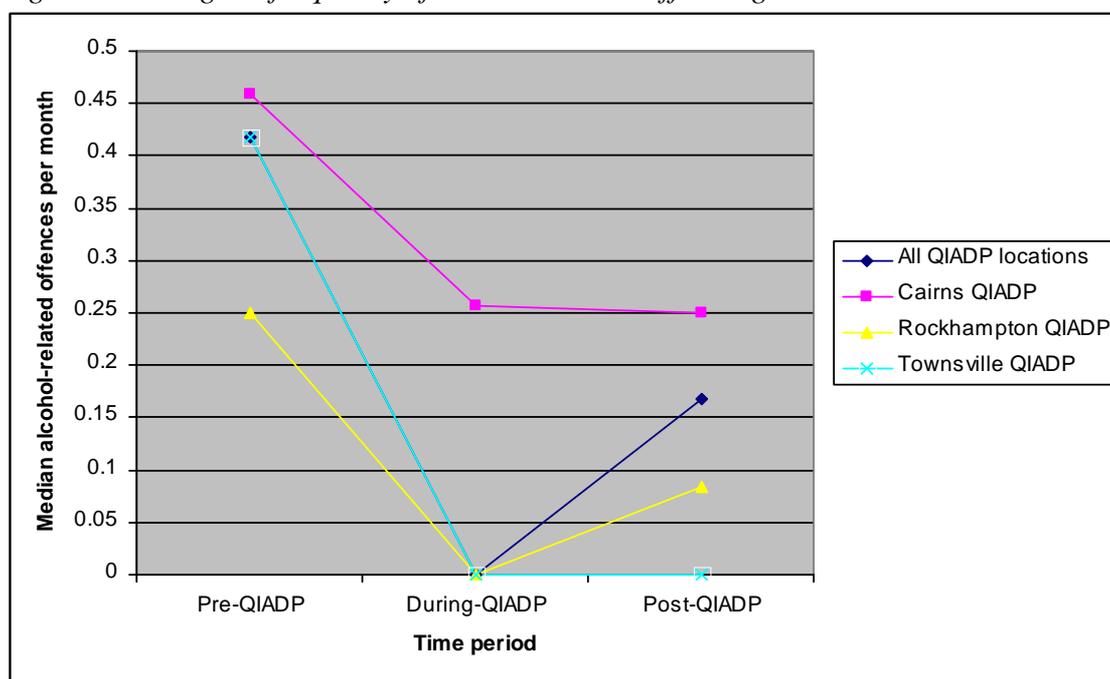
significantly fewer offences involving alcohol committed post-QIADP (Mdn = 0) than in the 12-months before participants commenced the program (Mdn = 0.417).

Rockhampton (including Woorabinda)

In Rockhampton (n = 32), alcohol-related offending differed significantly across the three time periods. The frequency of alcohol-related offending was significantly higher in the 12-months pre-QIADP (Mdn = 0.25) than while participants were on the program (Mdn = 0). There was no significant difference in frequency between the during-QIADP (Mdn = 0) and post-QIADP (Mdn = 0.0835) periods, or the pre-QIADP (Mdn = 0.25) and post-QIADP (Mdn = 0.0835) periods.²²

The findings discussed above are depicted visually in Figure 6. It is interesting to note that Cairns and Townsville have a similar pattern of change, with alcohol-related offending declining during- QIADP, and remaining at this same level post-QIADP. It is acknowledged that the Cairns decrease was non-significant. In contrast, the pattern of alcohol-related offending in Rockhampton is very similar to the pattern of normal offending found in the previous section, with offending declining during-QIADP, and then increasing after they have exited the program.²³ As with the previous frequency analyses, Townsville has the greatest decrease in magnitude over time.

Figure 6: Change in frequency of alcohol-related offending over time



Issues: during-QIADP to post-QIADP period

No significant changes were found in the frequency of alcohol-related offending between the during- and post-QIADP periods for any of the samples. For all sites

²² An outlier was identified in Rockhampton, which may have been influencing the results. Analyses were re-run with the outlier excluded. It was found that removing the outlier brought the non-significant findings closer to significance, although they remained not significant overall. Removal of the outlier did not alter the significant results.

²³ It is acknowledged that not all changes over time were statistically significant.

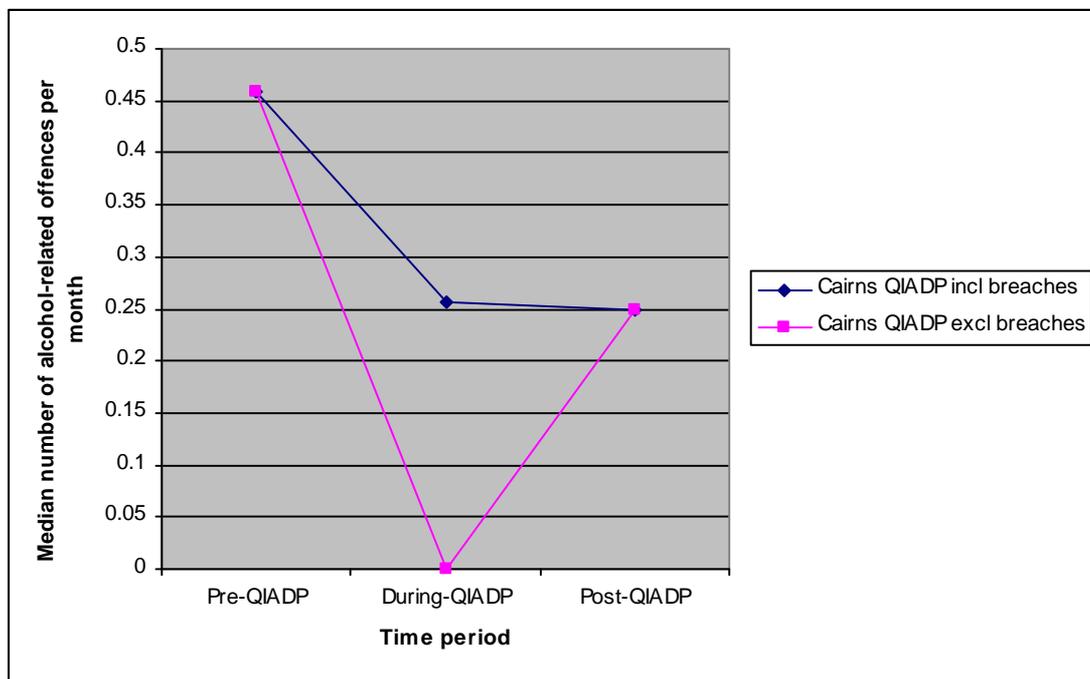
except Cairns (including Yarrabah) the frequency of alcohol-related offending increased post-QIADP. This may be worth examining further in any future research.

Issues: No significant change in alcohol-related offending in Cairns

The analyses of alcohol-related offending in Cairns revealed no significant change in offending frequency over time. In the previous results section for research question one, the no alcohol bail condition was discussed as a possible explanation for the frequency findings for Cairns.

For the current section, it seems pertinent to again examine whether removing charges related to breaches of the no alcohol condition alters the pattern of offending for Cairns. In the during-QIADP period, Cairns participants committed 113 offences, 79 of which were alcohol-related. Of these 79 alcohol-related offences, 34 were breaches of the no alcohol bail condition.²⁴ If the alcohol breaches are removed, 49 alcohol-related offences remain for the during-QIADP period. The impact of the exclusion of this data is shown in Figure 7.

Figure 7: Frequency of alcohol-related offending by Cairns participants with the 'no alcohol' bail condition included and excluded



As seen in this Figure, removal of the bail breaches related to the no alcohol condition appeared to alter the pattern of offending in the during-QIADP period, with the median changing from 0.257 offences per month to 0 offences. Further, this led to an apparent increase in offending in the post-QIADP period. When the breaches of the no alcohol condition were removed, significant differences were found between the

²⁴ Please note that four out of these 34 bail breaches involved the breach of more than one bail condition for the one charge. Breach of bail charges which involved breaches of multiple conditions were still counted as an alcohol-related breach if one of the conditions breached was the non-alcohol condition. This means that 30 charges were removed. Further, for seven breach of bail charges assumptions were made that the charge concerned a breach of the no alcohol condition, due to the offender being flagged in QPRIME as affected by alcohol.

pre-QIADP (Mdn = 0.4585) and during-QIADP (Mdn = 0) periods. The during-QIADP (Mdn = 0) to post-QIADP (Mdn = 0.25) analyses remained non-significant, as did the pre-QIADP (Mdn = 0.4585) to post-QIADP (Mdn = 0.25) analyses.

The high rate of charges for breaches of the no alcohol condition is likely a product of policing approaches in Yarrabah and Cairns, and the combination of the no alcohol condition with the reporting bail condition which leads to higher levels of contact between participants and police.

Examining what happens when breaches of the no alcohol condition are removed in no way suggests that such a bail condition should not be used. If anything the high levels of non-compliance found in Cairns may assist partner agencies to better identify participant's issues, and enhance program integrity and outcomes by rapidly identifying participants who are not engaging, particularly in terms of addressing their alcohol misuse. The QPS supports the appropriate use of the no alcohol bail condition if it contributes to better program outcomes and enhances program integrity.

Findings: Types of alcohol-related offences

The second measure of alcohol-related offending to be examined is types of offences committed involving alcohol. This measure will be examined for each QIADP location. For each location, all alcohol-related offences were identified. Table 11 shows all offences committed across the three time periods, and the number and proportion of those offences that involved alcohol. As seen in this Table, 69% of offences committed by Cairns participants involved alcohol, 67% of offences in Townsville were alcohol-related, and 65% of offences in Rockhampton involved alcohol. The alcohol-related offences committed in each period have been divided into ASOC offence Divisions

Please note that the sample sizes for each location differ, and this will impact upon the number of offences. The sites will not be compared in the discussion due to the differing sample sizes. Additionally, the time periods differ in length, and this should be considered when interpreting the results.

Table 11: Offences and alcohol-related offences

| | | Cairns (incl Yarrabah) | Townsville | Rockhampton (incl Woorabinda) |
|---------------------------------------|--------------------------|-------------------------------|-------------------|--------------------------------------|
| Pre-QIADP (12m) | Total offences | 475 | 329 | 198 |
| | Alcohol-related offences | 331 (70%) | 240 (73%) | 135 (68%) |
| During-QIADP | Total offences | 113 | 30 | 37 |
| | Alcohol-related offences | 79 (70%) | 8 (27%) | 19 (51%) |
| Post-QIADP (6m) | Total offences | 179 | 104 | 62 |
| | Alcohol-related offences | 121 (68%) | 63 (61%) | 39 (63%) |
| Total offences | | 767 | 463 | 297 |
| Total alcohol-related offences | | 531 (69%) | 311 (67%) | 193 (65%) |

Cairns (including Yarrabah)

Alcohol-related offences are displayed in Table 12 for the three time periods. Alcohol-related Public Order Offences and alcohol-related Justice and Government Offences are the most common Divisions within which Cairns participants offended across all three time periods. Alcohol-related Public Order Offences account for 47% of total offences committed involving alcohol in the pre-QIADP period, 23% of total offences committed involving alcohol in the during-QIADP period, and 51% of total offences committed involving alcohol in the post-QIADP period.

Alcohol-related Justice and Government Offences account for 29% of total alcohol-related offences in the pre-QIADP period, 65% of total alcohol-related offences during-QIADP period, and 27% of total alcohol-related offences post-QIADP.

Table 12: Cairns QIADP offence Divisions pre-, during- and post-QIADP for alcohol-related offences

| Offence Type | Pre-QIADP (12m) | During QIADP | Post- QIADP (6m) |
|--|----------------------------|-------------------------|---------------------------------|
| Acts Intended to Cause Injury | 24 (7%) | 2 (3%) | 9 |
| Sexual Assault and Related Offences | 1 (0%) | 1 (1%) | 0 (0%) |
| Dangerous or Negligent Acts Endangering Persons | 4 (1%) | 1 (1%) | 0 (0%) |
| Abduction, Harassment and Other Offences Against the Person | 0 (0%) | 0 (0%) | 1 (1%) |
| Unlawful Entry With Intent/Burglary, Break and Enter | 7 (2%) | 0 (0%) | 0 (0%) |
| Theft and Related Offences | 20 (6%) | 2 (3%) | 10 (8%) |
| Illicit Drug Offences | 6 (2%) | 1 (1%) | 1 (1%) |
| Prohibited and Regulated Weapons and Explosives | 1 (0%) | 0 (0%) | 0 (0%) |
| Property Damage and Environmental Pollution | 12 (4%) | 2 (3%) | 5 (4%) |
| Public Order Offences | 157 (47%) | 18 (23%) | 62 (51%) |
| Traffic and Vehicle Regulatory Offences | 4 (1%) | 1 (1%) | 0 (0%) |
| Offences Against Justice Procedures, Government Security and Government Operations (Justice and Government Offences) | 95 (29%) | 51 (65%) | 33 (27%) |
| TOTAL | 331 | 79 | 121 |

Note: Percentages have been rounded and may not total 100%.

Townsville

Alcohol-related offences are displayed in Table 13 for each of the three time periods. Public Order Offences and Justice and Government Offences are the most common Divisions within which Townsville participants committed alcohol-related offences across the three time periods. Alcohol-related Public Order Offences account for 58% of total offences committed involving alcohol in the pre-QIADP period, 63% of alcohol-related offences committed in the during-QIADP period, and 73% of total offences committed involving alcohol in the post-QIADP period.

Alcohol-related Justice and Government Offences account for 20% of total alcohol-related offences pre-QIADP, 37% of total offences involving alcohol in the during-QIADP period, and 10% of alcohol-related offences in the post-QIADP period.

Table 13: Townsville QIADP offence Divisions pre-, during- and post-QIADP for alcohol-related offences

| Offence Type | Pre-QIADP (12m) | During QIADP | Post- QIADP (6m) |
|--|----------------------------|-------------------------|---------------------------------|
| Acts Intended to Cause Injury | 9 (4%) | 0 (0%) | 3 (5%) |
| Sexual Assault and Related Offences | 0 (0%) | 0 (0%) | 1 (2%) |
| Dangerous or Negligent Acts Endangering Persons | 10 (4%) | 0 (0%) | 1 (2%) |
| Unlawful Entry With Intent/Burglary, Break and Enter | 1 (0%) | 0 (0%) | 0 (0%) |
| Theft and Related Offences | 13 (5%) | 0 (0%) | 2 (3%) |
| Prohibited and Regulated Weapons and Explosives | 0 (0%) | 0 (0%) | 1 (2%) |
| Property Damage and Environmental Pollution | 7 (3%) | 0 (0%) | 2 (3%) |
| Public Order Offences | 138 (58%) | 5 (63%) | 46 (73%) |
| Traffic and Vehicle Regulatory Offences | 15 (6%) | 0 (0%) | 1 (2%) |
| Offences Against Justice Procedures, Government Security and Government Operations (Justice and Government Offences) | 47 (20%) | 3 (38%) | 6 (10%) |
| TOTAL | 240 | 8 | 63 |

Note: Percentages have been rounded and may not total 100%.

Rockhampton (including Woorabinda)

The breakdown of alcohol-related offences into ASOC Divisions is shown in Table 14 for each of the three time periods. Public Order Offences and Justice and Government Offences are the most common Divisions within which Rockhampton participants committed alcohol-related offences across all three time periods. Alcohol-related Public Order Offences account for 43% of total offences committed involving alcohol in the pre-QIADP period, 53% of alcohol-related offences committed during-QIADP, and 49% of total offences committed involving alcohol in the post-QIADP period.

Alcohol-related Justice and Government Offences account for 32% of total offences committed involving alcohol pre-QIADP, 37% of alcohol-related offences in the during-QIADP period, and 23% of total alcohol-related offences post-QIADP.

Table 14: Rockhampton QIADP offence Divisions pre-, during- and post-QIADP for alcohol-related offences

| Offence Type | Pre-QIADP (12m) | During QIADP | Post-QIADP (6m) |
|--|-----------------|--------------|-----------------|
| Acts Intended to Cause Injury | 10 (7%) | 1 (5%) | 4 (10%) |
| Sexual Assault and Related Offences | 0 (0%) | 0 (0%) | 1 (3%) |
| Dangerous or Negligent Acts Endangering Persons | 2 (1%) | 0 (0%) | 1 (3%) |
| Unlawful Entry With Intent/Burglary, Break and Enter | 0 (0%) | 0 (0%) | 1 (3%) |
| Theft and Related Offences | 1 (1%) | 0 (0%) | 1 (3%) |
| Illicit Drug Offences | 5 (4%) | 0 (0%) | 1 (3%) |
| Prohibited and Regulated Weapons and Explosives | 1 (1%) | 0 (0%) | 0 (0%) |
| Property Damage and Environmental Pollution | 6 (4%) | 0 (0%) | 0 (0%) |
| Public Order Offences | 58 (43%) | 10 (53%) | 19 (49%) |
| Traffic and Vehicle Regulatory Offences | 8 (6%) | 1 (5%) | 2 (5%) |
| Offences Against Justice Procedures, Government Security and Government Operations (Justice and Government Offences) | 43 (32%) | 7 (37%) | 9 (23%) |
| Miscellaneous Offences | 1 (1%) | 0 (0%) | 0 (0%) |
| TOTAL | 135 | 19 | 39 |

Note: Percentages have been rounded and may not total 100%.

Issue: Breach of Domestic Violence Orders amongst most common when non-alcohol offences are excluded

In research question one, it was found that breaches of Domestic Violence Orders were amongst the most common offences for Rockhampton, but not for the other sites. When only alcohol-related offences are examined, this type of offence becomes one of the most common offences committed by participants in all of QIADP locations.

It was found that Cairns participants committed a total of 36 breaches of Domestic Violence Orders, with only six of those not being flagged as involving alcohol. Similarly, in Townsville only one of the 13 Domestic Violence Order breaches committed across the three time periods did not involve alcohol. And finally, for Rockhampton, of the 33 breaches, only three were not related to alcohol.²⁵

Future iterations of QIADP need to give greater consideration to Domestic Violence, and endeavour to implement streamlined processes to refer participants into appropriate Domestic Violence treatment programs. If suitable programs are not available and issues around Domestic Violence cannot be appropriately addressed, participation in QIADP may not be appropriate.

²⁵ This does not include the non-arrest Domestic Violence incidents associated with QIADP participants.

Findings: Severity of alcohol-related offending

The seriousness of alcohol-related offences will be examined in terms of the most serious offence committed at each of the three time periods, with reference to the ASOC and NOI instruments. As with the previous severity analyses within this report, only participants who committed an alcohol-related offence at each of the time periods will be included in the analysis. To account for data exclusions, two levels of analysis will be undertaken. Lower severity scores indicate more serious offences.

QIADP total

There were 27 participants from all QIADP locations who committed at least one alcohol-related offence at each of the three time periods. Analysis of this group revealed that there were significant differences across the time periods in terms of the most serious offences. Offending involving alcohol was significantly less serious while participants were on QIADP (Mdn = 112) than in the 12-months before participants commenced the program (Mdn = 59). No significant differences were found when comparing alcohol-related offending whilst on the program (Mdn = 112) and post-QIADP (Mdn = 71), although severity appeared to be increasing post-QIADP. There were also no significant differences in the severity of alcohol-related offending between the pre-QIADP (Mdn = 59) and post-QIADP periods (Mdn = 71).

The secondary analysis examined the 55 participants who offended pre-QIADP (Mdn = 37) and post-QIADP (Mdn = 74) and found no significant change in the seriousness of alcohol-related offending.

Cairns (including Yarrabah)

Analysis of Cairns participants who committed an alcohol-related offence at all three time periods (n = 19) reveals significant differences across time. Offences were significantly less serious while participants were on QIADP (Mdn = 112) than pre-QIADP (Mdn = 27). No significant differences were found when comparing alcohol-related offending whilst on the program (Mdn = 112) and post-QIADP (Mdn = 27)²⁶, or for the pre-QIADP (Mdn = 27) and post-QIADP (Mdn = 27) periods.

The second level of analysis found no significant difference in the severity of offences involving alcohol between the pre- (Mdn = 27) and post-QIADP (Mdn = 27) periods for those that offended (n = 28). The result, although non-significant, suggests that of the 28 participants, a slightly larger proportion committed less serious offences.

Townsville

Due to small sample size (n = 3), changes in severity could not be analysed across the three time periods. This measure was therefore examined between the pre- (Mdn = 37) and post-QIADP (Mdn = 85) periods, as this increased the sample to 13 participants. The analysis revealed no significant difference in the seriousness of alcohol-related offending pre-QIADP (Mdn = 37) as compared with post-QIADP (Mdn = 85).

Rockhampton (including Woorabinda)

As with Townsville, Rockhampton had few participants (n = 5) who offended at all three time periods, meaning that the first level of analysis was not viable. When only

²⁶ The result was just shy of significance when the Bonferroni correction was applied. The non-significant finding may be attributable to a slightly larger proportion of participants not altering their offending between the during-QIADP and post-QIADP periods.

the pre-QIADP (Mdn = 85) and post-QIADP (Mdn = 113) periods were examined, the sample increased to 14 participants, but still no significant change in the severity of alcohol-related offending was found.

Research Question 3: Non-arrest contacts between police and QIADP participants

What is the frequency and nature of police contact with QIADP participants:

- a. 12-months prior to participation on QIADP*
- b. during participation on QIADP, and/or*
- c. six-months after participants have exited QIADP.*

As defined previously, a non-arrest contact is a contact between police and a QIADP participant that does not constitute an offence and does not result in a charge.

Four categories of non-arrest police contacts will be examined to address this research question: Move On Directions; Drunk Diversions; Non-arrest Domestic Violence occurrences; and Non-arrest Child Protection occurrences (see Appendix 4 for definitions). These categories were identified via consultation with operational police, legal advisors, research and policy officers, and police from Expert Services. Consideration was given as to which categories would be most relevant for QIADP participants, as well as which categories would provide adequate data.

There are various categories of non-arrest contacts that cannot currently be recorded in QPRIME and/or do not represent a 'formal' police action. Examples may include alcohol 'tip outs', informal conversations between police and/or PLOs and participants, street check activities, and activities of PLOs, such as transporting individuals to a diversionary centre or to a place of safety. It is unfortunate that these categories of information cannot be examined, as they would be of considerable relevance and would have provided a more holistic view of non-arrest contacts involving QIADP participants. Future research could consider ways in which these additional categories could be examined, but without a capacity to record information centrally, such as in QPRIME, such an undertaking would be highly challenging.

Frequency of non-arrest contacts

The frequency of non-arrest contacts will be examined in terms of change in the number of contacts per month over time (i.e. pre-QIADP, during-QIADP and post-QIADP time periods).

Types of non-arrest contacts

The types of non-arrest contacts will be examined via descriptive statistics for each category of non-arrest contact for each QIADP location across the three time periods²⁷.

Methods of Analysis

Changes in the frequency of non-arrest police contacts per month will be examined over time using Friedman's ANOVA, with follow-up Wilcoxon Signed Ranks Tests. The total QIADP sample will be analysed as well as the discrete QIADP locations.

²⁷ Non-arrest contacts were also examined qualitatively, however this analysis has not been included within the report. Additional information can be obtained from Specialist Courts and Diversion, Legal Services Branch.

Findings: Frequency of non-arrest police contacts

QIADP total

Analysis of all QIADP participants (n = 109) found that there were significant differences across the pre-QIADP, during-QIADP, and post-QIADP time periods in regard to the frequency of non-arrest contacts with police. Contacts decreased significantly while participants were on QIADP (Mdn = 0), as compared with the 12-months before they commenced the program (Mdn = 0.083). Further, there was no significant difference between the during-QIADP (Mdn = 0) and post-QIADP (Mdn = 0) time periods. Finally, non-arrest contacts were significantly less frequent post-QIADP (Mdn = 0) as compared with the 12-months pre-QIADP (Mdn = 0.083).²⁸

Cairns (including Yarrabah)

For participants in Cairns (n = 48) it was found that there were significant differences across the three time periods in terms of the number of contacts per month between police and Cairns participants. There was a significant reduction in contacts while participants were on QIADP (Mdn = 0) in comparison to the pre-QIADP period (Mdn = 0.083). There was no significant difference in the number of contacts per month between the during-QIADP (Mdn = 0) and post-QIADP periods (Mdn = 0). Finally, it was found that contacts were significantly lower in the six-months after participants exited QIADP (Mdn = 0) than in the 12-months pre-QIADP (Mdn = 0.083).

Townsville

In Townsville (n = 29), significant differences were found across the three time periods for contacts between police and participants. Contacts were significantly reduced during-QIADP (Mdn = 0), as compared with the 12-months pre-QIADP (Mdn = 0.083). No significant differences were found between the during-QIADP (Mdn = 0) and post-QIADP (Mdn = 0) periods. Finally, there was no significant change between the pre-QIADP (Mdn = 0.083) and post-QIADP periods (Mdn = 0), although the test indicates that contacts decreased in frequency over time.

Rockhampton (including Woorabinda)

Rockhampton participants (n = 32) evidenced no significant change over time in regard to non-arrest contacts with police. There was no significant change between the pre-QIADP (Mdn = 0.25) and during-QIADP (Mdn = 0) time periods. There were also no significant differences between the during-QIADP (Mdn = 0) and post-QIADP periods (Mdn = 0). Finally, there was a non-significant decline in contacts with police between the pre- (Mdn = 0.25) and post-QIADP periods (Mdn = 0).²⁹ The lack of significant differences may be attributed to the considerable variability within the sample in terms of the frequency of non-arrest contacts.

The pattern of change for non-arrest police contacts is presented in Figure 8. As depicted within this figure, Rockhampton participants were the subject of a non-arrest police contact more frequently than any of the other QIADP locations in the pre-QIADP period. Participants in Townsville, Cairns and the total QIADP sample appear to be less frequently dealt with by way of non-arrest contacts.

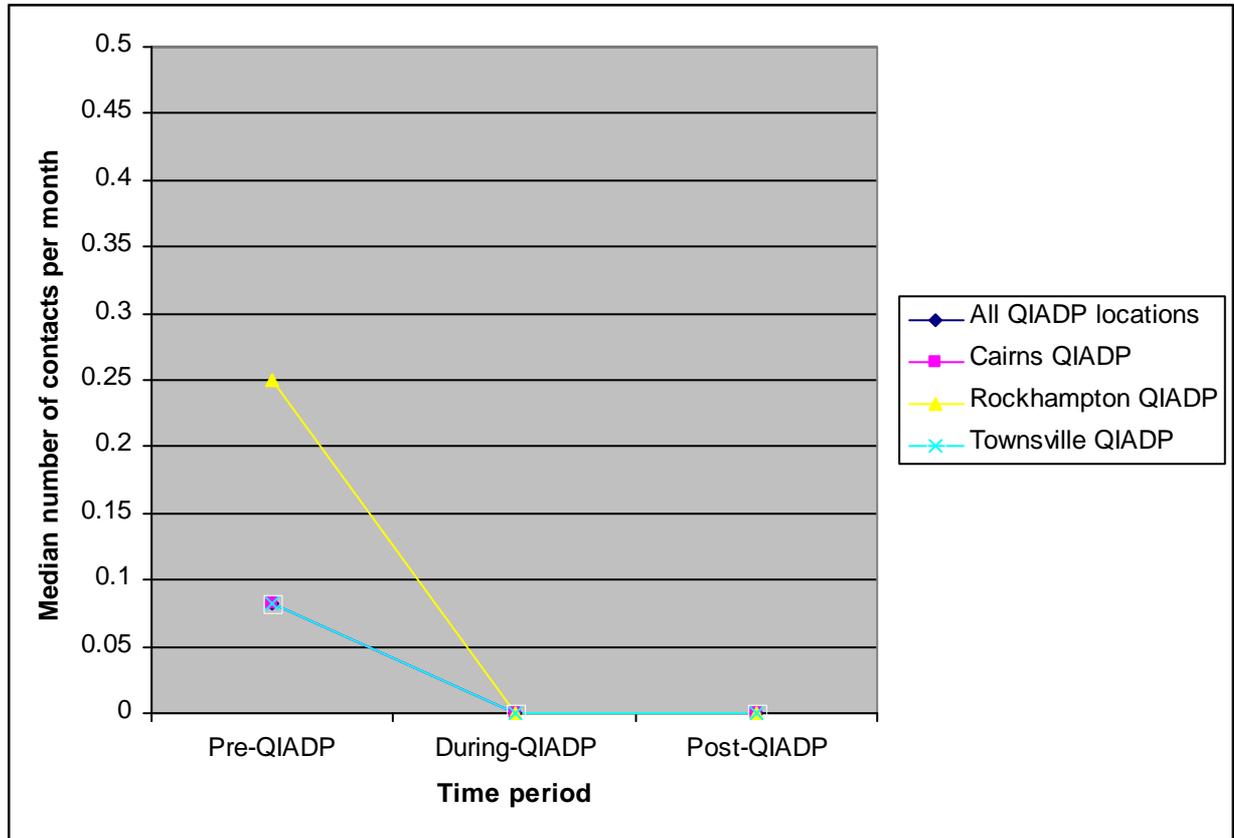
²⁸ An outlier was identified, however exclusion of this outlier did not alter the findings of significance presented above.

²⁹ An outlier was identified in Rockhampton that may have been impacting upon the results. Excluding the outlier did not alter the findings of non-significance.

Issue: low proportion of participants being subject to a non-arrest contact

The proportion of participants subject to a non-arrest contact at each of the time periods examined was quite low, and this had an impact upon the frequency analyses presented above. As seen within Figure 8 all locations maintained a median of 0 contacts per month between the during-QIADP and post-QIADP periods. This is due to less than half of the sample from each location being the subject of a non-arrest contact at both the during- and post-QIADP time periods.

Figure 8: Change in frequency of non-arrest contacts between police and QIADP participants over time



Issue: Non-arrest police contacts in Rockhampton, and Townsville and Cairns

Rockhampton has the highest median number of non-arrest contacts per month in the pre-QIADP period, while Townsville and Cairns have the equal lowest median number of non-arrest contacts. This finding contrasts to the earlier frequency of offending data, which found that Rockhampton participants were the least frequent offenders of any of the QIADP locations, while Townsville and Cairns participants had the two highest frequency of offending levels, respectively. There may be several potential explanations as to these inverse relationships between offences and contacts for Rockhampton, and Townsville and Cairns:

- a) Greater recording of non-arrest contact information for QIADP participants in Rockhampton: Rockhampton police may be recording more information than police in Townsville and Cairns about their contacts with QIADP participants. This is not to say that Townsville and Cairns are recording less information, but the information they are recording may not be attached to QIADP individuals within QPRIME, and

may instead be linked to a description of a person if their identity is unknown. Factors underpinning this may include that police in Rockhampton know the identities of the people they are dealing with due to the fact that Rockhampton has a smaller population, and arguably a less transient population than the other sites. Similarly, it may be the same individuals repeatedly coming to the attention of police.

Being familiar with the subjects of non-arrest contacts is particularly important for the recording of Move On Directions, as police currently do not have the power under the *PPRA* to ask for name and address information when undertaking a Move On Direction. This means that if police are unfamiliar with the person, they may not be able to 'attach' the Move On Direction to a particular individual, such as a QIADP participant, within QPRIME. When the contact data is examined for Move On Directions, Rockhampton had recorded considerably more of this type of contact in the pre-QIADP period (48) than Townsville (6) and Cairns (22).

b) Different policing approaches due to different environments: The populations of Rockhampton, Townsville and Cairns may each require different policing approaches to be adopted, and this may lead to a focus towards or away from non-arrest contacts. As this project is only looking at snapshots of time, it is difficult to appropriately consider historical issues that may be impacting upon the policing response in a given community, such as previous policing initiatives that have focused heavily upon utilising non-arrest contacts but that have been unsuccessful at addressing problematic behaviours, or previous actions taken against a particular person which may have precluded the use of non-arrest contacts at the time examined (e.g. a person may have been Drunk Diverted in the past but may no longer be accepted at the diversionary centre due to violence). Similarly, different circumstances may lead to pressures on police, such as from the community or media, and this may lead to different policing approaches. For instance, if a group regularly cause disturbances in a public place police may respond differently than if the same individuals were in an environment where their actions may be less likely to negatively impact on other people utilising the area.

Findings: Types of non-arrest police contacts

Descriptive statistics will be presented for each QIADP location for the four categories of non-arrest police contacts. The time periods and samples differ in length and size, which should be noted when considering the results.

Cairns (including Yarrabah)

For Cairns QIADP, Table 15 presents non-arrest contacts occurring at each of the three time periods. Domestic Violence contacts were the most frequent in the pre-QIADP period, and these appeared to reduce whilst participants were on QIADP, before increasing in the post-QIADP period.

Table 15: Number and proportion of non-arrest contacts between police and Cairns QIADP participants across the three time periods

| | Pre-QIADP (12m) | During- QIADP | Post-QIADP (6m) |
|-------------------------------|----------------------------|--------------------------|----------------------------|
| Move On Directions | 22 (26%) | 2 (22%) | 10 (43%) |
| Drunk Diversion | 6 (7%) | 0 (0%) | 3 (13%) |
| Domestic Violence occurrences | 37 (43%) | 0 (0%) | 4 (17%) |
| Child Protection occurrences | 21 (24%) | 7 (78%) | 6 (26%) |
| Total | 86 | 9 | 23 |

Note: Percentages have been rounded and may not total 100%.

Townsville

In Townsville, Domestic Violence occurrences accounted for the greatest proportion (59%) of non-arrest contacts in the pre-QIADP period, pre-QIADP period, followed by Drunk Diversions (24%). These two categories of non-arrest contact were also the most frequent post-QIADP, as seen in Table 16.

Table 16: Number and proportion of non-arrest contacts between police and Townsville QIADP participants across the three time periods

| | Pre-QIADP (12m) | During- QIADP | Post-QIADP (6m) |
|-------------------------------|----------------------------|--------------------------|----------------------------|
| Move On Directions | 6 (11%) | 0 (0%) | 2 (11%) |
| Drunk Diversion | 13 (24%) | 0 (0%) | 9 (47%) |
| Domestic Violence occurrences | 32 (59%) | 1 (100%) | 6 (32%) |
| Child Protection occurrences | 3 (6%) | 0 (0%) | 2 (11%) |
| Total | 54 | 1 | 19 |

Note: Percentages have been rounded and may not total 100%.

Issue: low numbers of Drunk Diversion

The numbers of Drunk Diversions were considerably lower than anticipated for all locations. There may be several reasons for this, including:

a) Voluntarily transporting an intoxicated person who is not under arrest: Intoxicated individuals being voluntarily transported by police to their home or a relative's home may be contributing to low Drunk Diversion rates. As indicated in Appendix 4, Drunk Diversion requires police to *arrest* an individual for being drunk in a public place, and then discontinue the arrest once a person is taken to a place of safety. However, voluntarily transporting a person home may not involve the arrest of the person, and therefore this will not fall within the definition of a Drunk Diversion. Within QPRIME, there is currently no mechanism for recording transportations of this nature, and so it cannot be examined within this report.

b) PLOs transporting participants to diversionary centre or place of safety: At the time period being examined, PLOs in Townsville were reportedly transporting intoxicated persons to the diversionary centre or another place of safety on a

somewhat regular basis.³⁰ As PLOs do not have the power of arrest, they therefore cannot Drunk Divert, as per the definition outlined in Appendix 4. If PLOs are transporting persons who may otherwise be Drunk Diverted by a police officer, this will impact upon the number of Drunk Diversions that are occurring. There is no ability to record this type of action in QPRIME, and it therefore cannot be examined within this report.

The impact of these types of actions on the number of Drunk Diversions is not definitively known.

Rockhampton (including Woorabinda)

In contrast to Cairns and Townsville where almost all categories of non-arrest contact declined while participants were on QIADP and then increased post-QIADP, Rockhampton participants had varying patterns of change across the four categories of non-arrest contacts. For instance, the proportion of Move On Directions decreased over the three time periods, while Domestic Violence occurrences accounted for a larger proportion of non-arrest contacts over time. Table 17 contains information about non-arrest contacts for Rockhampton.

Table 17: Number and proportion of non-arrest contacts between police and Rockhampton QIADP participants across the three time periods

| | Pre-QIADP (12m) | During- QIADP | Post-QIADP (6m) |
|-------------------------------|----------------------------|--------------------------|----------------------------|
| Move On Directions | 48 (47%) | 7 (23%) | 2 (8%) |
| Drunk Diversion | 9 (9%) | 2 (6%) | 5 (21%) |
| Domestic Violence occurrences | 36 (35%) | 14 (45%) | 12 (50%) |
| Child Protection occurrences | 9 (9%) | 8 (26%) | 5 (21%) |
| Total | 102 | 31 | 24 |

Issue: recording of information

The numbers of non-arrest police contacts are considerably lower for certain categories than was anticipated. In particular, Move On Directions and Drunk Diversions. Potential reasons for these low numbers have been alluded to previously. It is important to acknowledge that the data that has been presented in this section is likely to be an incomplete picture of non-arrest contacts between QIADP participants and police. It is unknown just how incomplete this picture is, however.

Issue: Domestic Violence

Of the four categories of non-arrest contact, QIADP participants were most frequently involved in Domestic Violence contacts across each of the three locations. Cairns participants were involved in 41 Domestic Violence contacts (35% of all non-arrest contacts), Townsville participants were involved in 39 (55% of all non-arrest contacts), and Rockhampton participants were involved in 62 contacts (39% of all non-arrest contacts).

³⁰ In April 2010 the PLO Coordinator in Townsville advised that PLOs were not transporting persons as frequently as in the past, and PLOs were encouraged to contact the Community Patrol, who are funded by the Department of Communities. As at April 2010 it was estimated that PLOs were still performing around 35 transportations per month, although numbers were subject to change.

Although the focus of this section is upon contacts, it seems relevant to note that in addition to these non-arrest incidents, participants also committed a total of 83 breaches of Domestic Violence Orders across the three time periods, which represents 5% of all offences committed by QIADP participants over time. By location, Cairns participants committed 36 Breaches of Domestic Violence Orders (5% of all Cairns offences), Townsville participants committed 14 such offences (3% of all Townsville offences), and Rockhampton participants committed 33 Breaches of Domestic Violence Orders (11% of all Rockhampton offences). In addition to the breaches, there would be other offences within the dataset that are related to Domestic Violence, including assaults, wilful damage and so on.

The issue of Domestic Violence is clearly relevant for QIADP. These findings reiterate the importance of addressing Domestic Violence related issues, as discussed earlier within this report.

Research Question 4: Graduates versus terminates

Are there differences in the offending rates between graduate and terminates?

The final research question to be examined concerns differences between graduates and terminates of QIADP. Participants become either a graduate or a terminate depending upon the manner in which they exit QIADP. Essentially, if a participant successfully completes QIADP, they become a graduate. If they are unsuccessful, they are considered to be a terminate. Table 18 contains the breakdown of graduates and terminates by location.

Table 18: Graduates and terminates

| | Cairns (incl Yarrabah) | Townsville | Rockhampton (incl Woorabinda) | QIADP total |
|--------------|-------------------------------|-------------------|--------------------------------------|--------------------|
| Graduates | 17 (35%) | 7 (24%) | 17 (53%) | 41 (38%) |
| Terminates | 31 (65%) | 22 (76%) | 15 (47%) | 68 (62%) |
| TOTAL | 48 | 29 | 32 | 109 |

Graduates and terminates will be compared in terms of the:

- Frequency of re-offending;
- Severity of re-offending (most serious offence);
- Time to re-offending;
- Frequency of alcohol-related re-offending;
- Severity of alcohol-related re-offending (most serious offence);
- Time to alcohol-related re-offending;
- Frequency of non-arrest re-contacts; and
- Time to non-arrest re-contact.

Frequency of re-offending, alcohol-related re-offending, and non-arrest re-contacts

The frequency measures refer to the number of charges, alcohol-related charges and non-arrest contacts committed per month in the six-months post-QIADP. Graduates and terminates will be compared on these measures to ascertain whether the groups differ significantly after they exited QIADP and also before they commenced the program. This will be discussed in more detail in the methods of analysis section.

Severity of re-offending and severity of alcohol-related re-offending

Severity of re-offending in the six-months post-QIADP will be compared for graduates and terminates using the most serious offence committed based upon the ASOC and NOI severity ratings. The groups will be compared to determine whether they differ significantly post-QIADP and also pre-QIADP.

To be included in the severity analysis, graduates and terminates had to have committed at least one offence in both the post-QIADP period and the pre-QIADP period. There were a total of 79 such participants (72% of total sample). Graduates

and terminates were compared in the pre-QIADP period to ascertain whether these individuals differed significantly prior to their involvement in QIADP.

Severity of alcohol-related offences was analysed in the same manner. There were a total of 55 participants (50% of total sample) who had severity scores at both time periods.

Time to re-offending, time to alcohol-related re-offending, and time to non-arrest re-contact

These measures refer to the number of days between when a participant graduated or was terminated from QIADP to when they committed their first re-offence, or alcohol-related re-offence, or were the subject of a non-arrest re-contact.

Periods of imprisonment were controlled for;³¹ for example, if a terminate was imprisoned for three-months from the date they exited QIADP, their time to re-offending or re-contact would be calculated from their release date from prison, rather than the date they exited QIADP.

As with measures of severity, time to re-offending or re-contact was only calculated for those QIADP graduates and terminates who re-offended or were the subject of a non-arrest re-contact. When the total QIADP sample is considered, this equates to:

- 27 graduates (66% of total graduates) and 52 terminates (76% of total terminates) for re-offending;
- 21 graduates (51% of total graduates) and 37 terminates (54% of total terminates) for alcohol-related re-offending, and;
- 13 graduates (32% of total graduates) and 23 terminates (34% of total terminates) for non-arrest police re-contacts.

Methods of Analysis

For all recidivism measures, Mann-Whitney Tests will be conducted to assess whether there are differences between graduates and terminates post-QIADP. This test is the non-parametric version of an independent samples t-test, and will test for differences between two conditions (i.e. graduation versus termination from QIADP) on each of the measures (e.g. frequency of re-offending).

For the frequency and severity measures, it is important to also assess offending and contact levels for graduates and terminates prior to their involvement in QIADP. Such an analysis will help ascertain how meaningful any difference between graduates and terminates is after they have exited QIADP. For instance, if it is found that graduates offend less frequently than terminates post-QIADP, it is important to check that participants who went on to graduate weren't also offending less frequently before they started QIADP. Similarly, if the groups do not differ before they went on QIADP, but they are significantly different after they have exited the program, this may indicate that QIADP is having some impact upon behaviour, and this impact may be distinguishable for graduates and terminates. If the groups do not differ significantly

³¹ As mentioned previously, there may be issues with two participants from Cairns who were given parole eligibility dates, rather than Court ordered parole. For these individuals, an assumption was made that they were released on the date they were eligible.

at either time period, then it may also be the case that QIADP is not altering behaviour, or that the impact of QIADP on offending behaviour is similar irrespective of the manner in which a participant exits the program (i.e. graduates or is terminated).

Analyses will be undertaken for the total QIADP sample. Where possible, each discrete QIADP location will also be examined, however, where sample sizes are too small, analysis will not be undertaken. This is particularly pertinent for Townsville, as there were only seven graduates, meaning that no statistical analysis could be undertaken. However, the Townsville sample is included within the total QIADP sample.

Please note that the analyses examine whether differences exist *between* the two groups (i.e. graduates versus terminates) at each time period, rather than if behaviour has changed significantly *within* a group over time (e.g. graduate offending pre-QIADP versus graduate offending post-QIADP).

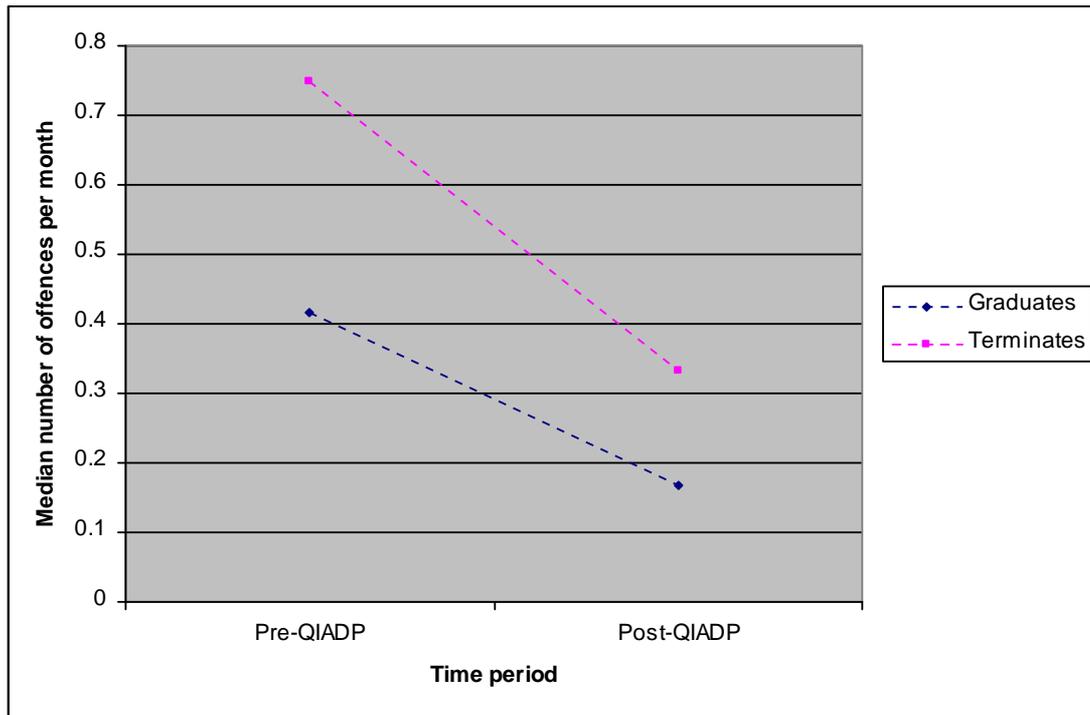
Findings: Frequency of re-offending

Significant differences were found in the frequency of re-offending between graduates (n = 41, Mdn = 0.167) and terminates (n = 68, Mdn = 0.333) in the six-months post-QIADP. Terminates committed significantly more offences per month during this time period than graduates.

As already stated, it is important to check whether participants who went on to graduate were less frequent offenders before they commenced QIADP. It was found that not only did graduates offend less frequently post-QIADP, they were also significantly less frequent offenders (Mdn = 0.417) than terminates (Mdn = 0.75) pre-QIADP. These results are shown in Figure 9. The significant differences between graduates and terminates pre-QIADP may suggest that the groups were different populations of offenders prior to any intervention. While it appears that both graduates and terminates had lower levels of offending post-QIADP as compared to pre-QIADP, it may be arguable that this change in behaviour is not solely a product of QIADP participation as graduates were already offending significantly less frequently than terminates before any involvement in QIADP.

Figures 10 and 11 show that similar patterns were found in Cairns (n = 48) and Rockhampton (n = 32). For both of these locations graduates and terminates were not significantly different pre-QIADP or post-QIADP. The lack of significant differences post-QIADP suggests that the manner in which a participant exited the program did not have any significant impact upon offending outcomes. Townsville's graduate group (n = 7) was too small to allow for any analysis to be undertaken.

Figure 9: Comparisons of frequency of offending by graduates and terminates in total QIADP sample



Note: Lines are dotted to reflect that changes within a group were not tested statistically over time (i.e. graduates pre-QIADP versus graduates post-QIADP). Therefore, while it may appear that offending has decreased over time, this decrease was not tested statistically to determine if it was significant. This applies to all graphs within this section with the exception of time to re-offending or re-contact.

Figure 10: Comparisons of frequency of offending by graduates and terminates in Cairns QIADP sample

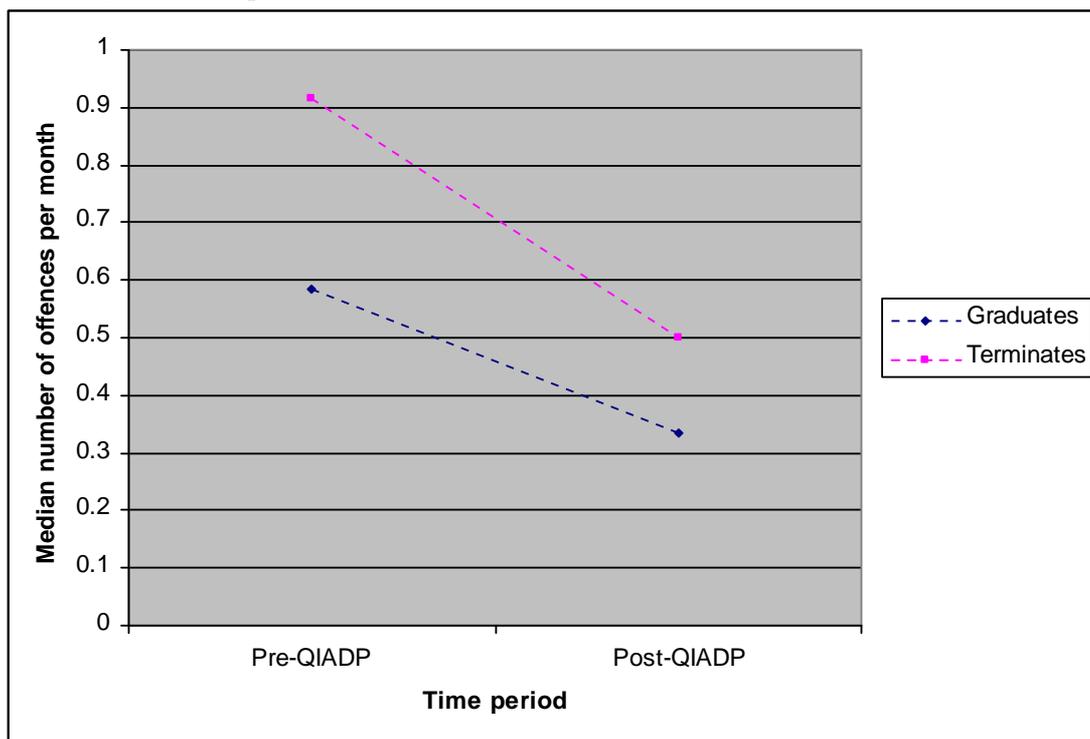
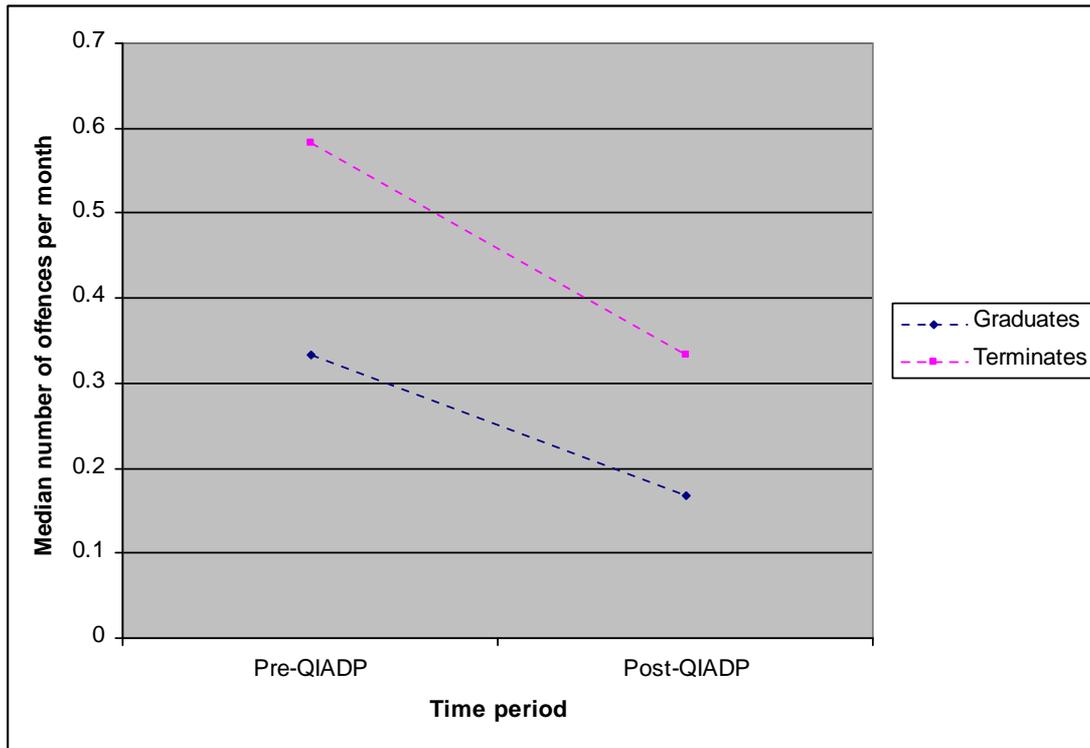


Figure 11: Comparisons of frequency of offending by graduates and terminates in Rockhampton QIADP sample



Issue: Impact of sentence upon post-QIADP behaviour

Potentially, if graduates and terminates are receiving similar types of sentences and are under continued supervision by the criminal justice system this may be impacting upon offending behaviour post-QIADP. To further consider this, the sentences that graduates and terminates were subject to in the post-QIADP period were examined for each of the sites.³² Of the sentences imposed upon participants, six types were considered to subject the participant to supervision and continued monitoring and/or encourage good behaviour by threatening a consequence for negative behaviour while in the community. These sentence types included:

- probation;
- imprisonment with a parole release date (either immediate parole release or parole after time served);
- an Intensive Correction Order (ICO);
- a Good Behaviour Bond (GBB);
- a Community Service Order (CSO); and
- a suspended sentence (either wholly suspended or partially suspended).

There were four types of sentences that were considered to not have the supervisory elements mentioned above, and essentially conclude the participant's contact with the criminal justice system for the charges before the Court. These include:

³² Please note that this sentence may be the sentence for QIADP offences and/or another sentence imposed during the post-QIADP period that was unrelated to QIADP.

- fines;
- being convicted and not further punished;
- imprisonment with no parole upon release; and
- being admonished and discharged by the Court.

Each of the sites was examined to ascertain whether similar proportions of graduates and terminates received sentences involving continued supervision and/or the encouragement of good behaviour (i.e. the first six sentence types listed above). These results are contained in Table 19 for those graduates and terminates subject to at least one of these sentence types.³³ These graduates and terminates may also have received sentences, such as fines, however, as these are not considered to result in lingering contact with the criminal justice system, they will not be examined within Table 19.

Table 19: Graduates and terminates who received sentence types with supervisory elements and/or to encourage good behaviour

| | Cairns (incl Yarrabah) | | Rockhampton (incl Woorabinda) | | Townsville | |
|--|-------------------------------|------------------|--------------------------------------|-----------------|-------------------|------------------|
| | Grad (n = 12) | Term (n = 20) | Grad (n = 12) | Term (n = 7) | Grad (n = 4) | Term (n = 11) |
| Probation | 7 | 1 | 2 | 2 | 4 | 2 |
| Parole ¹ | 4 | 14 | 2 | 3 | 1 | 6 |
| ICO | 0 | 0 | 0 | 0 | 0 | 0 |
| GBB | 0 | 0 | 7 | 0 | 0 | 0 |
| CSO | 0 | 0 | 1 | 0 | 1 | 0 |
| Suspended sentence ² | 3 | 5 | 1 | 2 | 0 | 3 |
| TOTAL | 14 | 20 | 13 | 7 | 6 | 11 |
| Proportion of all G/T³ | 71% | 67% | 71% | 47% | 57% | 58% |

Note 1: Immediate parole release or parole after imprisonment served.

Note 2: Wholly suspended or partially suspended.

Note 3: One terminate absconded from Cairns prior to sentence and will be excluded from this analysis, meaning that the sample size for the terminate group is 30 rather than 31. Two terminates absconded in Townsville and one terminate had no sentencing information in their criminal history. These terminates will also be excluded, resulting in a sample size of 19 rather than 22 for Townsville.

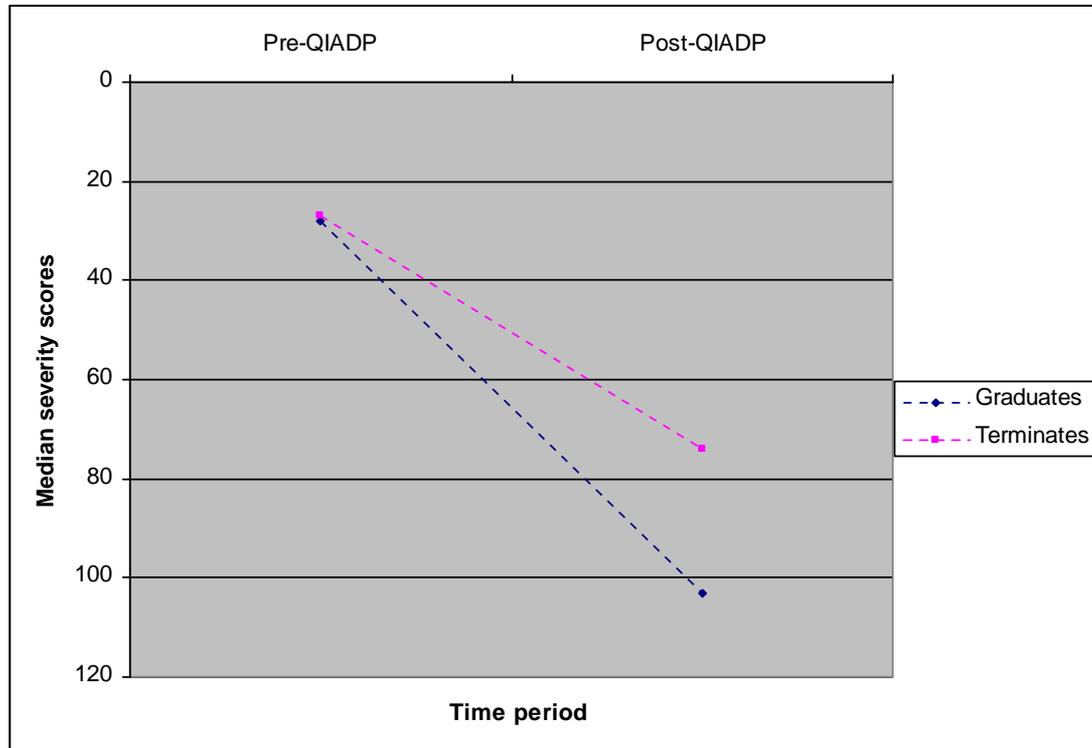
As seen in Table 19, for Cairns (including Yarrabah) and Townsville somewhat similar proportions of the site's graduates and terminates received at least one sentence that subjected them to continued supervision and/or encouraged good behaviour after they exited QIADP. This may have impacted on post-QIADP offending behaviour and may help explain the results. The results from Rockhampton (including Woorabinda) were quite different to the results from the other sites. This may be a product of the different type of participants in Rockhampton (including Woorabinda) (i.e. less frequent and less serious offenders) as compared with the other sites. For Rockhampton (including Woorabinda) the impact of sentence type upon offending behaviour may not be as apparent.

³³ The number of sentences is greater than the number of graduates and terminates due to the commission of multiple offences resulting in multiple sentences.

Findings: Severity of re-offending

As shown in Figure 12, graduates (n = 27, Mdn = 103) and terminates (n = 52, Mdn = 74) from the total QIADP sample differed significantly in terms of the most serious re-offence committed in the six-months post-QIADP, for those who committed at least one offence. It was found that terminates committed more serious re-offences than graduates post-QIADP. Graduates (Mdn = 28) and terminates (Mdn = 27) did not differ significantly in terms of the most serious offence committed pre-QIADP.

Figure 12: Comparisons of severity of offending by graduates and terminates in total QIADP sample (most serious offence)



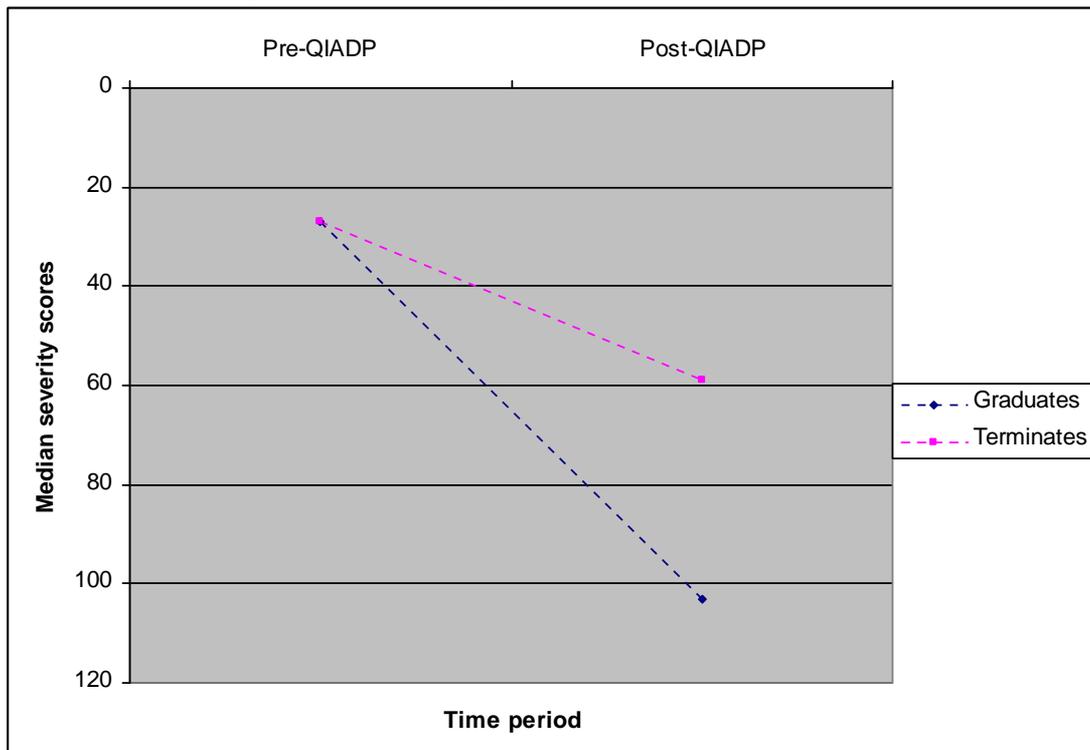
As shown in Figure 13, a similar pattern was found in Cairns. Of those who had re-offended in the six months after exiting QIADP, graduates (n = 15, Mdn = 103) were significantly less serious offenders than terminates (n = 25, Mdn = 59). As with the total QIADP sample, it was found that graduates (Mdn = 27) and terminates (Mdn = 27) were not significantly different before they started QIADP.

Results from the total QIADP sample and Cairns may suggest that QIADP involvement and the manner in which a participant exits the program (i.e. successfully or unsuccessfully) may impact upon outcomes in terms of the severity of offending, for those who re-offended³⁴.

In Townsville, there were only three graduates who re-offended during the relevant time periods. This number is too small to analyse. For Rockhampton, the situation was similar, with only nine graduates and 11 terminates re-offending.

³⁴ Causality was not assessed.

Figure 13: Comparisons of severity of offending by graduates and terminates in Cairns QIADP sample (most serious offence)



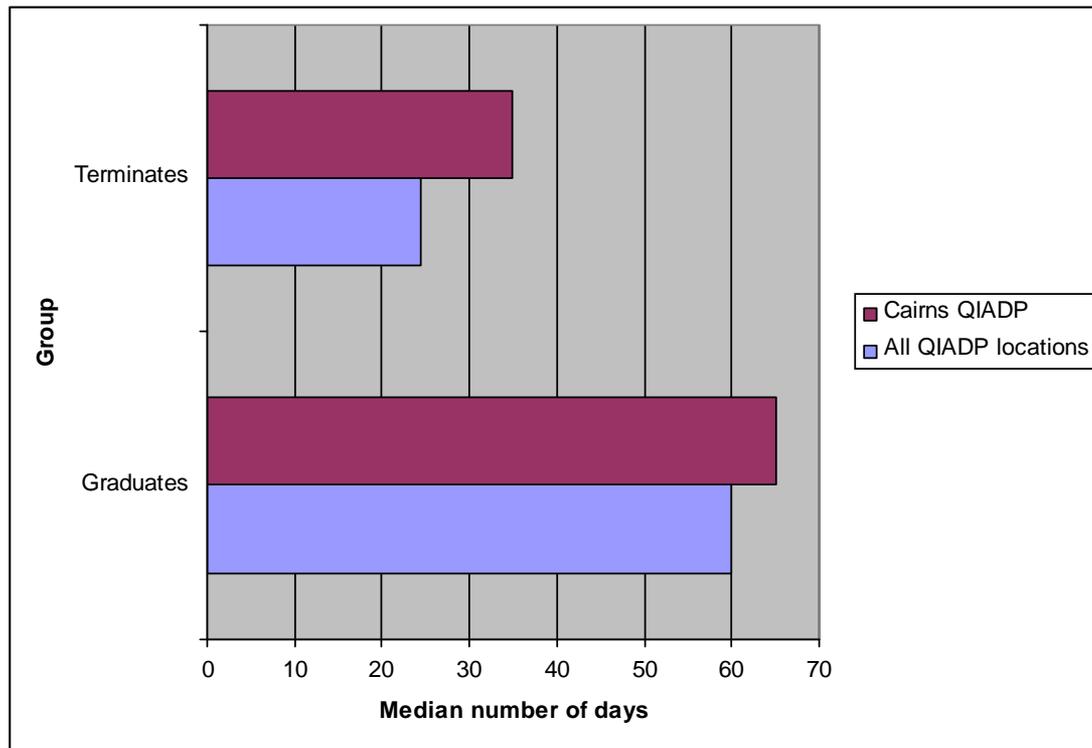
Findings: Time to re-offending

For the total QIADP sample it was found that graduates (n = 27) took a median of 60 days to re-offend, which was significantly longer than terminates (n = 52) whose median time to re-offending was 24.5 days after being terminated from the program.

As seen in Figure 14, in Cairns there is no significant difference between graduates (n = 15, Mdn = 65) and terminates (n = 25, Mdn = 35) in the time to re-offending.

Townsville and Rockhampton were not analysed due to small sample sizes.

Figure 14: Median number of days to re-offend for graduates and terminates



Findings: Frequency of alcohol-related re-offending

For the total QIADP sample (n = 109), Cairns (including Yarrabah) (n = 48) and Rockhampton (including Woorabinda) (n = 32) there were no significant differences between graduates and terminates in regard to the frequency of alcohol-related offending both pre-QIADP and post-QIADP. For each location graduates and terminates both appeared to decrease the frequency of their offending over time. The non-significant findings both pre-QIADP and post-QIADP may suggest that QIADP is not leading to differential outcomes between graduates and terminates. For Townsville, the small size of the graduate group (n = 7) precluded any analysis.

Findings: Severity of alcohol-related re-offending

For those participants from the total QIADP sample who committed a re-offence involving alcohol (n = 55), there were no significant differences between graduates (n = 19, Mdn = 112) and terminates (n = 36, Mdn = 32.5) in terms of the most serious alcohol-related re-offences committed post-QIADP. Graduates (Mdn = 37) and terminates (Mdn = 37) were also not significantly different pre-QIADP.

Similar patterns were found for Cairns (including Yarrabah), where there were also no significant differences between graduates (n = 10) and terminates (n = 18) pre-QIADP or post-QIADP in terms of the seriousness of alcohol-related offending. The lack of significant differences may be attributed to the considerable variability in severity scores within the terminate groups and the small sample sizes.

The sample sizes for the graduate and terminate groups for Townsville and Rockhampton (including Woorabinda) were too small for analysis to be undertaken.

Findings: Time to alcohol-related re-offending

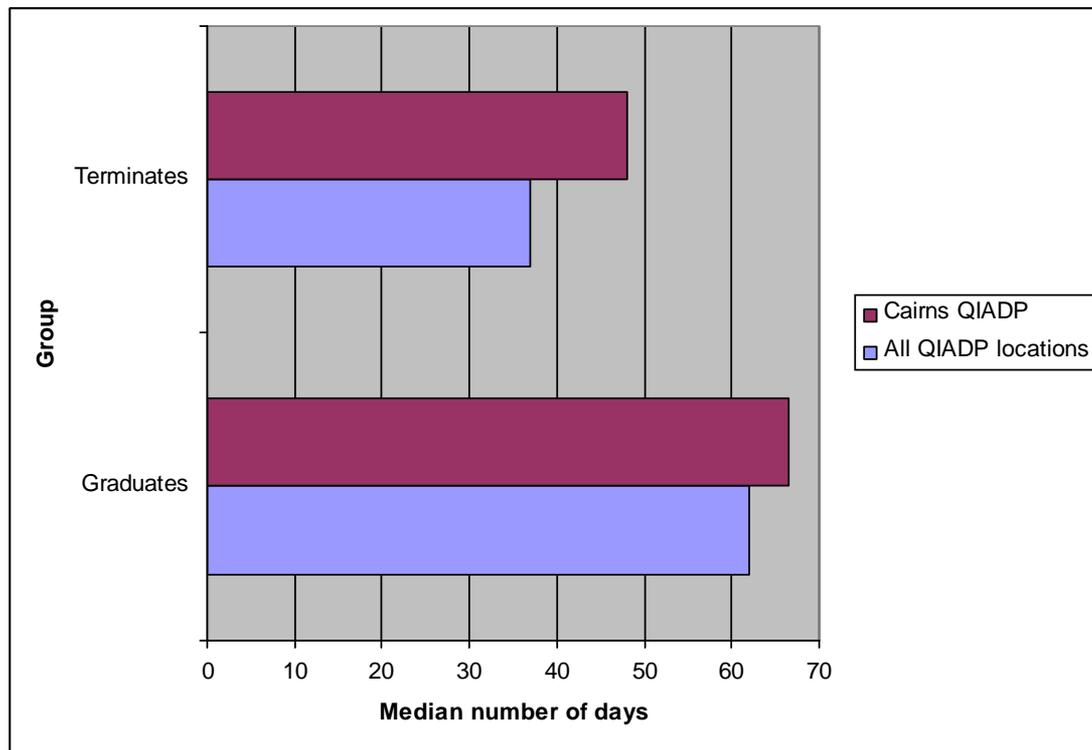
QIADP total

There were no significant differences between graduates (n = 21, Mdn = 62) and terminates (n = 37, Mdn = 37) from the total QIADP sample in regard to the median number of days taken to commit an alcohol-related re-offence after exiting QIADP. Graduates took longer to re-offend than terminates. There were also no significant differences between graduates (n = 10, Mdn = 66.5) and terminates (n = 19, Mdn = 48) from Cairns (including Yarrabah). These results are shown in Figure 15.

Graduates took roughly two months to commit an alcohol-related re-offence after exiting QIADP, while terminates re-offended within approximately six-weeks of exiting the program.

Analysis was not attempted for Townsville and Rockhampton (including Woorabinda) because of their small sample sizes.

Figure 15: Median number of days to alcohol-related re-offending for graduates and terminates



Issue: targeting alcohol misuse

There were no significant differences between graduates and terminates on any of the alcohol-related offending measures. While one of the objectives of QIADP may be considered to be addressing the link between alcohol misuse and offending, operationally the program was predominately focusing upon alcohol misuse at the time being examined. There were no significant differences between graduates and terminates when all offences were examined, however, better outcomes may have been expected when looking at alcohol-related re-offending, due to the program's large focus upon alcohol misuse at the time being examined.

As with the overall re-offending data, the examination of the frequency of alcohol-related re-offending shows that graduates and terminates are not evidencing differential outcomes in terms of the frequency with which they commit offences involving alcohol after exiting QIADP. This may suggest that the program is not effectively addressing the issues around alcohol-misuse, that alcohol-misuse is not the primary issue that is 'linked' to offending, or that future iterations of QIADP need to give consideration to targeting a broader range of issues surrounding offending because focusing upon alcohol alone does not seem to be having a sufficient effect³⁵.

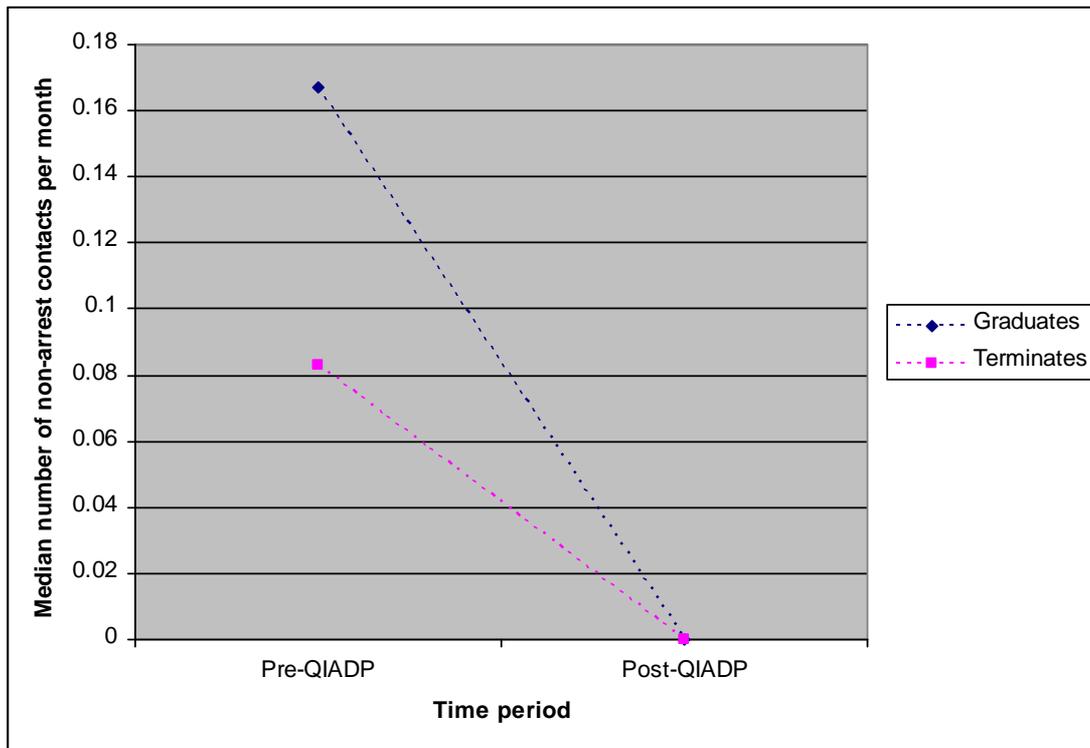
Findings: Frequency of non-arrest re-contact

There were no significant differences between graduates (n = 41, Mdn = 0) and terminates (n = 68, Mdn = 0) in terms of the number of non-arrest re-contacts per month post-QIADP. Graduates (Mdn = 0.167) and terminates (Mdn = 0.083) were also not significantly different pre-QIADP, although graduates were the subject of non-arrest contacts more frequently than terminates. These results are depicted in Figure 16.

For Cairns (n = 48) and Rockhampton (n = 32) there were also no significant differences between the groups in terms of the frequency of non-arrest contacts both pre-QIADP and post-QIADP.

Townsville could not be analysed due to the size of the graduate group (n = 7).

Figure 16: Total QIADP sample graduates vs terminates: Frequency of non-arrest contacts



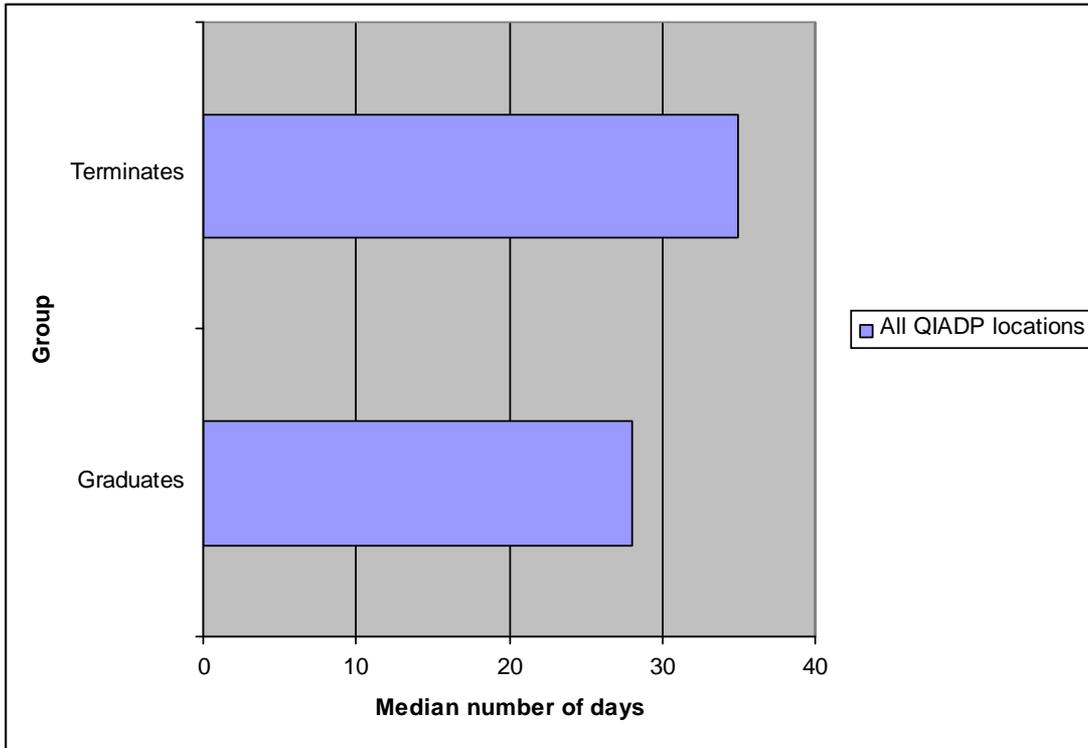
³⁵ The potential issues associated with the alcohol flags in QPRIME, as outlined on pages 44-45, are acknowledged.

Findings: Time to non-arrest contact

In the six-months after exiting QIADP, 13 graduates and 23 terminates from the total QIADP sample were involved in at least one non-arrest re-contact with police. There was no significant difference between these groups in terms of the median number of days between when a participant exited QIADP to their first non-arrest re-contact with police, with graduates taking a median of 28 days, while terminates took 35 days, as shown in Figure 17.

The sample sizes for the discrete QIADP locations were too small to analyse.

Figure 17: Median number of days to non-arrest contact for graduates and terminates



Issue: Lack of significant differences between graduates and terminates

With the exception of severity of re-offending and time to re-offending (for the total QIADP sample), all analyses presented within this section found no significant differences between graduates and terminates. There may be several explanations for these results:

- a) Lack of service provision and aftercare: Outcomes for graduates and terminates may not differ significantly due to the lack of service provision to address the underlying causes of offending behaviour and also the lack of aftercare for graduates post-QIADP for the time period being examined. If graduates were not provided with continuing support after exiting the program they were essentially placed in a similar position to terminates, and this may be leading to these groups having comparable outcomes and not being distinguishable in terms of offending.
- b) Categorisation of participants as graduates and terminates: The groupings of participants into categories of graduates and terminates may be inherently flawed, as it is simply based upon *how* a participant exited the program. Such a categorisation does

not give consideration to *what is involved* in being placed in one of these groups, and how this varies by locations, and also within locations. For example, there is a considerable focus placed upon the 20-week time period in QIADP. In some locations, reaching the 20-week mark without being terminated from the program is essentially a trigger for graduating a participant. This graduation, however, may not be tied to a participant's achievement of key outcomes, but instead may be tied simply to the fact that they reached a proverbial line in the sand. This creates considerable issues when trying to assess whether a group has a better or worse outcome than another group, based upon an assumption that simply because one person has been placed in a category, their outcomes should be better or worse than the outcomes of a person placed in another category. If the categories lack meaning, so will the outcomes of the people within them.

If QIADP wishes to demonstrate that it is having positive outcomes, particularly for those participants who successfully complete the program, then key performance indicators may need to be developed, and partner agencies should outline their expectations in regard to outcomes and goals that a participant should achieve, or at least demonstrate that they are working towards. These indicators and expectations should then be incorporated into the operation of the QIADP, to inform decisions around the graduation or termination of a participant. Participation in the QIADP will likely result in mitigation in penalty, and it seems more appropriate that such a mitigation be tied to the achievement of goals and a demonstration of outcomes, rather than simply reaching a point in time. Greater structure and agreed guidelines may help boost program outcomes and may reveal clearer differences between graduates and terminates.

c) Small sample sizes: While it may be that graduates and terminates do not have different offending outcomes, it may also be that the non-significant findings are due to the small sizes of the graduate and terminate groups.

Conclusion

This report will conclude with a discussion of potential resource savings associated with QIADP, future iterations of QIADP, limitations of the current research, and directions for future research.

Potential resource savings associated with QIADP

From the QPS perspective, there are so many QIADP-related functions undertaken by a variety of QPS personnel that undertaking a cost-benefit analysis would be a project in itself. Therefore, a cost-benefit analysis will be foregone in favour of a discussion of potential resource savings associated with QIADP. This discussion will centre upon the results found within this study and inferences will be made as to whether QIADP may have contributed to resource savings. Overall findings will be presented first, followed by consideration of the analyses of graduates and terminates.

Some of the positive findings of the current research include:

Offending – frequency and severity

- a significant reduction in the frequency of offending pre-QIADP to post-QIADP was found for the total QIADP sample, and each discrete QIADP location;
- offending was significantly less serious post-QIADP than pre-QIADP for the total QIADP sample, and all discrete sites except Townsville;
- a significant reduction in the frequency of offending while participants were on QIADP as compared with the pre-QIADP period for the total QIADP sample and all locations except Cairns (including Yarrabah); and
- a significant reduction in the seriousness of offending while participants were on QIADP as compared to pre-QIADP for the total QIADP sample and Cairns (including Yarrabah) participants.³⁶

Alcohol-related offending – frequency and severity

- reduced frequency of alcohol-related offending between the pre-QIADP and post-QIADP periods, with significant reductions for the total QIADP sample and Townsville, and non-significant reductions for Cairns (including Yarrabah) and Rockhampton (including Woorabinda);
- significant decreases in the frequency of alcohol-related offending whilst participants were on QIADP as compared with pre-QIADP for all sites except Cairns (including Yarrabah) ; and
- significant decreases in the seriousness of alcohol-related offences whilst participants were on QIADP as compared with the 12-months pre-QIADP for the total QIADP sample and Cairns (including Yarrabah).³⁷

³⁶ Townsville and Rockhampton (including Woorabinda) were too small to analyse on this measure.

³⁷ Townsville and Rockhampton (including Woorabinda) were too small to analyse.

Non-arrest contacts

- significant declines in the frequency of non-arrest contacts between police and QIADP participants pre-QIADP to during-QIADP for all sites except Rockhampton (including Woorabinda); and
- significant reductions in the frequency of non-arrest contacts between the 12-months pre-QIADP and the six-months post-QIADP for the total QIADP sample, and Cairns (including Yarrabah).

There were no positive results in regard to the following:

Offending and alcohol-related offending – frequency and severity

- no significant changes in the frequency of offending while participants were on QIADP as compared with the pre-QIADP period for Cairns (including Yarrabah);
- significantly more serious offences committed post-QIADP in comparison to while participants were on the program for the total QIADP sample and Cairns (including Yarrabah)³⁸; and
- no significant changes in the seriousness of alcohol-related offending pre-QIADP to post-QIADP for the total QIADP sample and all the discrete locations.

Non-arrest police contacts

- no significant changes in the frequency of non-arrest contacts in Rockhampton (including Woorabinda) across any of the time periods.

Non-significant increases post-QIADP

- For many of the locations there were non-significant increases in offending post-QIADP as compared with the during-QIADP period. This was found for: frequency of offending³⁹ and alcohol-related offending;⁴⁰ and seriousness of alcohol-related offending.⁴¹

With reference to these findings, significant reductions in the frequency of offending and contacts with police, and significant reductions in the severity of offending may indicate that QIADP has saved resources, at the very least in terms of the frequency with which operational police were required to respond to offences and/or contacts involving QIADP participants. Reductions in frequency and severity may also have flow-on effects for ‘secondary’ QPS staff, such as Police Assistance Centre operators or non-QIADP prosecutors. Fewer and less serious offences will also have flow-on effects for other areas of the criminal justice system, such as the Courts and Queensland Corrective Services, as well as the community.

³⁸ Townsville and Rockhampton (including Woorabinda) were too small to analyse on this measure.

³⁹ All locations except Cairns (including Yarrabah).

⁴⁰ All locations except Cairns (including Yarrabah) and Townsville.

⁴¹ Townsville and Rockhampton (including Woorabinda) were not examined on these measures due to small sample sizes.

Although offending has decreased and there are many parties who would have benefited from this, there are aspects of the QPS response where more resources have been required to respond to QIADP. As the QPS funded its response to QIADP, and had to increase its resources to provide this response, this will have implications for any potential resource savings that may be attributable to the program, at least from the QPS perspective. In particular, resources required to provide a prosecutorial response to QIADP are higher for the QPS than if participants were dealt with in a typical Magistrate's Court. The increased prosecutorial response may be due to, for instance, the large number of reviews associated with QIADP, and the large amount of preparation required, including intelligence and compliance checks, liaisons with other agencies, and the preparation of submissions and sentencing schedules, amongst other things. Along with a prosecutor, each QIADP location also has a Court Liaison Officer who assists the QIADP prosecutor to undertake tasks. Further, PLOs also perform functions for QIADP, and are involved in a range of activities, including conducting home assessments, explaining bail conditions and program requirements to participants, providing cultural advice to the QIADP prosecutor, and so on. While it could be argued that the intensive prosecutorial and PLO response provided for QIADP may be beneficial if it assists in reducing re-offending, the relationship between QIADP involvement and changes in behaviour do not appear to be clear enough at present to justify such an argument. Future research would be of benefit to see if such an argument could be justified.

Some of the other findings within the current study include significant and non-significant increases in recidivism post-QIADP as compared with the during-QIADP period, and a lack of significant changes on some measures. These results again raise questions as to whether QIADP is changing offending and/or whether change is being sustained after the support of the Court and service providers is removed.

When consideration is given to the findings presented thus far, QIADP has had somewhat mixed outcomes, and it is unclear whether the program can be considered to be contributing to resource savings.

It was hoped that examining differences between graduates and terminates would help ascertain whether involvement in the program may have been associated with changes in offending behaviour and, by association, whether any potential resource savings may be attributable to the program. Unfortunately this was not the case. Of all the comparisons of graduates and terminates, only two measures of offending found significant differences between the groups that may have suggested QIADP involvement was impacting upon behaviour and, potentially saving resources. These measures were seriousness of offending⁴² and time to re-offending.⁴³ On both measures graduates had significantly better outcomes than terminates. The remainder of the analyses found no significant differences between the groups after they exited the program and/or before QIADP involvement (where relevant), or significant differences were found at both times.

Based upon the findings within this report it is currently not clear whether QIADP contributes to potential resource savings.

⁴² The sample sizes of Townsville and Rockhampton (including Woorabinda) were too small to analyse.

⁴³ Time to re-offending was only significant for the total QIADP sample.

The future of QIADP

Future iterations of QIADP should attempt to address many of the shortcomings and issues identified within this report including:

Policy and legislation

QIADP operated differently in the various sites and there was differing opinions on how it should operate between partner agencies. In some locations QIADP operations conflicted significantly with the whole of Government QIADP Manual. Also the whole of Government QIADP Manual does not prescribe sufficient details regarding how some matters should be dealt with. As a result a particular agency or a decision maker (e.g. the Magistrate for Court related processes) determined what action to take. The whole of Government QIADP Manual should be reviewed and enhanced where necessary to more clearly articulate how the program should operate. Additionally, legislation should be developed to provide, at a minimum, the eligibility criteria, what constitutes successful participation and information sharing provisions. Sufficient policy and legislation should enhance the operation of the program.

Outcomes versus graduate numbers

From the perspective of the QPS, a key shortcoming of QIADP has been the lack of focus upon defendant's achieving outcomes. Instead there has been a considerable emphasis on graduating participants at the 20-week mark, irrespective of whether they have actually addressed their issues. Future iterations of QIADP should define graduation and outline some goals and key performance indicators which should be met before a participant is graduated from the program. While it is understood that all participants are different and will make differing degrees of progress there should be some basic guidelines around when it is appropriate for a participant to complete a particular phase of the program, such as the Court-based component. For instance, if a participant has recently committed alcohol-related offences it may not be appropriate to graduate them simply because they have been on the program for 20 weeks.

Issues other than alcohol

While alcohol is clearly a relevant issue for the sample within this study, it is evident that it is not the only issue contributing to negative behaviour. While QIADP participants have been connected with services (e.g. Domestic Violence services) during their time on QIADP, these referrals have been inconsistent and there may be many participants whose issues were not addressed. If QIADP is to continue, a revised model should include a 'map' of available services, including when they operate, whether they are culturally appropriate, and so on.

Additionally, there should be greater transparency around what services a defendant needs and what is available. For instance, if a defendant has Domestic Violence issues but a suitable program is not operating at the time the defendant is on QIADP, it should be clearly noted that this defendant's issues will not be holistically addressed as part of QIADP participation. In some circumstances it may not be appropriate to bail a defendant onto QIADP if they have significant issues that are unable to be addressed. Greater transparency will allow the Court to be better informed and stakeholders can set more realistic expectations about a participant's outcomes.

Further, a review of existing services should be undertaken to identify whether they sufficiently address offending behaviour. Services that are able to address offending

should be incorporated into QIADP to better address the link between alcohol misuse and offending and/or issues other than alcohol that contribute to criminality.

Aftercare

The aftercare component of QIADP should become more transparent and collaborative with partner agencies provided with information about who is participating in aftercare, to what level they are participating, what services they are accessing, and if they are any concerns or gaps in service delivery. Mechanisms should also be established for agencies, such as the QPS, to provide information to QH about issues pertaining to persons in aftercare. By addressing some of the gaps within aftercare, better post-QIADP outcomes may be achieved for graduates.

Governance

Processes should be implemented to better track QIADP expenditure if the program is to continue. This may enable a cost benefit analysis in future. Additionally, it may enable the prompt identification of any underspend which could be directed towards addressing any gaps within QIADP and achieving better outcomes for participants.

Limitations of the current research

The current project has several limitations which should be acknowledged.

Functionality of the program at the time being examined

A limitation of the current research is that the participants being examined were involved in QIADP in the early stages when the program may not have been functioning as efficiently as it may be now. Some of the sites had implementation issues which delayed the commencement of QIADP, while the program in other sites was very stop-start, which had implications for service delivery, the building of positive relationships, and the consistent operation of the program. It is difficult to gauge how effective or ineffective QIADP may be when the participants being examined engaged in a program that was not operating as intended.

No control group

The current research project did not have a control group. This will obviously have implications when attempting to assess whether changes in behaviour may be attributable to QIADP participation.

In the planning phase of this research project consideration was given to creating a control group comprised of defendants who had been identified as potentially suitable for QIADP by QPS personnel, but who did not commence the program. Upon attempting to create this control group, it was determined that there were too many potentially confounding issues, and its creation was abandoned. Issues included:

- A lack of consistent processes around the identification of potentially suitable defendants, as the flagging of such defendants was never intended for evaluation or research purposes;
- There were periods where some locations were not flagging potentially suitable defendants; and
- The reasons why a defendant was considered to be potentially suitable and/or the reasons why they did not participate were not always recorded, or were not always recorded consistently.

The decision to abandon the control group essentially came down to the fact that being flagged as potentially suitable did not mean that a defendant would have been found eligible to participate in QIADP. This coupled with incomplete information as to why a participant did not participate in QIADP meant that it could not be known how comparable the control group was to a QIADP participant group.

Small sample sizes

The sample was quite small, particularly when the discrete QIADP locations were examined. This was unavoidable due to the slow start-up of QIADP, as well as the large number of participants who were excluded due to a lack of data.

Although the sample sizes were quite small, many statistically significant results were returned, which is a positive outcome.⁴⁴ Clear patterns of change were evident in many analyses, in spite of the small samples. A follow-up study would be of benefit to see if these patterns of change hold when more participants are considered.

Non-arrest contacts between QIADP participants and police

This research attempted to utilise non-arrest contacts to provide a more holistic picture of the interactions between police and participants involved in QIADP. While the analyses of contact information provided some valuable insights, it also highlighted that there are potentially many additional types of contact involving police that cannot be recorded on QPRIME, and therefore cannot be easily examined.

Future research

Due to the mixed findings within the current research, it would be of benefit to undertake a follow up study. This follow up study would likely have a much larger sample and also a longer post-QIADP period, which may provide more definitive insights into the impact of QIADP participation on recidivism. Areas that could be more holistically examined may include:

- A more in-depth examination of the graduate and terminate groups, including changes in behaviour within groups as well as changes between groups.
- The contribution of PLOs and whether this impacts upon offending outcomes.
- Additional categories of non-arrest contacts, including types of contacts that cannot be recorded in QPRIME.
- Differentiation by remote Indigenous communities – i.e. examining Cairns and Yarrabah separately, rather than combining the two locations.
- The impact of the QPS QIADP Breach Policy upon breach of bail charges while participants are on QIADP.

Conclusion

From the perspective of the QPS, there were a number of elements of QIADP that were positive and represented good practice. In some instances, these positive elements were somewhat countered by some of the implementation issues facing the program, as well as the slow uptake by defendants.

⁴⁴ It is important to note that statistical tests selected for this study are appropriate for use with non-parametric data, and small samples.

As the results of this study were mixed, there is currently insufficient evidence to definitively say whether QIADP was successful or unsuccessful at reducing recidivism.

Appendices

Appendix 1: Types of offences committed by Cairns QIADP participants pre-, during- and post-QIADP

This table outlines the number of offences committed by Cairns QIADP participants for each QPRIME offence classification. Please note that QPRIME offence classifications do not necessarily correspond with actual offence titles. For example the QPRIME offence classification 'Breach Bail Act/Fail to Appear' includes the offences of Breach Bail Condition and Failure to Appear in Court; QPRIME offence classification 'Liquor Act Offences/Other Liquor Offences' includes Refused Entry or Evicted from Licensed Premises, Possess Liquor in a Restricted Area, and Drunk or Disorderly on Licensed Premises.

Bolded text refers to ASOC and NOI Divisions.

| Offences | Pre-QIADP (12m) | During QIADP | Post-QIADP (6m) |
|---|-----------------|--------------|-----------------|
| Acts Intended to Cause Injury | 28 | 2 | 12 |
| Assault Occasioning Bodily Harm | 12 | 0 | 6 |
| Assault, Common | 7 | 1 | 1 |
| Assault, Serious (Other) | 0 | 0 | 3 |
| Grievous Bodily Harm | 1 | 0 | 0 |
| Wounding | 1 | 0 | 0 |
| Assault, Police (PPRA) | 7 | 1 | 2 |
| Sexual Assault and Related Offences | 1 | 1 | 0 |
| Indecent Assaults on Adults | 1 | 0 | 0 |
| Indecent Treatment of Children | 0 | 1 | 0 |
| Dangerous or Negligent Acts Endangering Persons | 4 | 1 | 0 |
| Drink Driving - 0.15 and Over (includes under the influence of drugs) | 4 | 1 | 0 |
| Abduction, Harassment and Other Offences Against the Person | 0 | 0 | 1 |
| Deprivation of Liberty | 0 | 0 | 1 |
| Unlawful Entry With Intent/Burglary, Break and Enter | 17 | 3 | 7 |
| Burglary | 0 | 2 | 2 |
| Burglary, with Breaking | 3 | 1 | 2 |
| Enter with Intent, Other Premises, with Breaking | 9 | 0 | 3 |
| Enter with Intent, Shop, with Breaking | 5 | 0 | 0 |
| Theft and Related Offences | 45 | 8 | 18 |
| Bicycle - Steal, Unlawfully Use | 1 | 0 | 0 |
| Fare Evasion, Refuse to Pay | 1 | 0 | 0 |
| Possess, Receive, Dispose of Tainted Property | 2 | 0 | 1 |
| Possession of Property Suspected Stolen | 3 | 1 | 2 |
| Receiving Stolen Property | 2 | 1 | |
| Shop Stealing, Unlawfully Take Away Goods | 26 | 2 | 5 |
| Steal from the Person | 1 | 0 | 0 |
| Stealing (other) | 1 | 1 | 2 |
| Stealing from Dwelling Houses | 1 | 0 | 0 |
| Stealing from other Specified Buildings | 5 | 1 | 0 |

| | | | |
|---|------------|-----------|-----------|
| Motor Vehicle - Steal, Unlawfully Use, Possess | | 2 | 1 |
| Vehicles - Stealing From/Enter with Intent | 2 | 0 | 7 |
| Illicit Drug Offences | 10 | 2 | 5 |
| Drug - Possess and/or Use Dangerous Drugs | 5 | 1 | 2 |
| Drug - Possess Things for Use, or Used in the Administration, Consumption, Smoking of a Dangerous Drug | 5 | 1 | 3 |
| Prohibited and Regulated Weapons and Explosives Offences | 3 | 0 | 1 |
| Possession/Use of Dangerous Article (Other Weapon) | 3 | 0 | 0 |
| Armed so as to Cause Fear or Alarm | 0 | 0 | 1 |
| Property Damage and Environment Pollution | 16 | 2 | 7 |
| Wilful Damage | 16 | 2 | 7 |
| Public Order Offences | 180 | 18 | 65 |
| Public Nuisance | 97 | 9 | 37 |
| Begging in a Public Place | 1 | 0 | 0 |
| Wilful Exposure | 1 | 0 | 1 |
| Unlawfully on Premises/Trespassing | 30 | 2 | 10 |
| Consume Liquor in a Public Place | 29 | 3 | 14 |
| Indigenous Communities Liquor Licences Act 2002 | 1 | 0 | 0 |
| Liquor Act Offences/Other Liquor Offences | 17 | 4 | 3 |
| Possession/Consumption of Liquor on a Dry Place | 2 | 0 | 0 |
| Drunk in a Public Place | 2 | 0 | 0 |
| Traffic and Vehicle Regulatory Offences | 10 | 1 | 5 |
| Driving whilst Disqualified or Restricted | 5 | 0 | 0 |
| Driving whilst Unlicensed | 3 | 0 | 0 |
| Other Motor Vehicle, Road Regulatory Offences | 1 | 0 | 0 |
| Transport Operations (Road Use Management) Act 1995 | 0 | 1 | 0 |
| Type 2a Unregistered + Uninsured | 0 | 0 | 2 |
| Type 2b Driving whilst Unlicensed | 0 | 0 | 3 |
| Drink Driving - 0.05 and Under 0.08 | 1 | 0 | 0 |
| Offences Against Justice Procedures, Government Security and Government Operations (Justice and Government Offences) | 161 | 75 | 58 |
| Assault/Obstruct Police | 1 | 0 | 0 |
| Contravene Requirement | 0 | 1 | 0 |
| Disobey Move on Direction | 18 | 0 | 3 |
| Resist Arrest, Incite, Hinder, Obstruct Police | 43 | 8 | 18 |
| Breach Bail Act/Fail to Appear | 77 | 59 | 30 |
| Breach Domestic Violence Order | 22 | 7 | 7 |

Appendix 2: Types of offences committed by Townsville QIADP participants pre-, during- and post-QIADP

This table outlines the number of offences committed by Townsville QIADP participants for each QPRIME offence classification. Please note that QPRIME offence classifications do not necessarily correspond with actual offence titles. For example the QPRIME offence classification ‘Breach Bail Act/Fail to Appear’ includes the offences of Breach Bail Condition and Failure to Appear in Court; QPRIME offence classification ‘Liquor Act Offences/Other Liquor Offences’ includes Refused Entry or Evicted from Licensed Premises, Possess Liquor in a Restricted Area, and Drunk or Disorderly on Licensed Premises.

Bolded text refers to ASOC and NOI Divisions.

| Offences | Pre-QIADP (12m) | During QIADP | Post-QIADP (6m) |
|--|------------------------|---------------------|------------------------|
| Acts Intended to Cause Injury | 10 | 0 | 3 |
| Assault Occasioning Bodily Harm | 3 | 0 | 1 |
| Assault, Common | 0 | 0 | 1 |
| Assault, Serious (other) | 2 | 0 | 0 |
| Assault, Police (PPRA) | 5 | 0 | 1 |
| Sexual Assault and Related Offences | 0 | 0 | 1 |
| Rape | 0 | 0 | 1 |
| Dangerous or Negligent Acts Endangering Persons | 10 | 0 | 2 |
| Drink Driving - 0.15 and Over (includes under the influence of drugs) | 10 | 0 | 1 |
| Dangerous Operation of a Vehicle | 0 | 0 | 1 |
| Unlawful Entry With Intent/Burglary, Break and Enter | 1 | 0 | 0 |
| Burglary, with Breaking | 1 | 0 | 0 |
| Theft and Related Offences | 25 | 0 | 12 |
| Bicycle - Steal, Unlawfully Use | 0 | 0 | 1 |
| Fare Evasion, Refuse to Pay | 0 | 0 | 1 |
| Motor Vehicle - Steal, Unlawfully Use, Possess | 5 | 0 | 2 |
| Possess, Receive, Dispose of Tainted Property | 0 | 0 | 1 |
| Possession of Property Suspected Stolen | 1 | 0 | 1 |
| Shop Stealing, Unlawfully Take Away Goods | 10 | 0 | 6 |
| Stealing (other) | 2 | 0 | 0 |
| Stealing from Dwelling Houses | 1 | 0 | 0 |
| Stealing from Other Specified Buildings | 2 | 0 | 0 |
| Vehicles - Stealing From/Enter with Intent | 4 | 0 | 0 |
| Illicit Drug Offences | 2 | 0 | 3 |
| Drug - Possess and/or Use Dangerous Drugs | 0 | 0 | 1 |
| Drug - Possess Things for Use, or Used in the Administration, Consumption, Smoking of a Dangerous Drug | 2 | 0 | 2 |
| Prohibited and Regulated Weapons and Explosives Offences | 3 | 0 | 1 |
| Possession/Use of Dangerous Article (Other Weapon) | 3 | 0 | 1 |

| | | | |
|---|------------|-----------|-----------|
| Property Damage and Environment Pollution | 8 | 0 | 2 |
| Wilful Damage | 8 | 0 | 2 |
| Public Order Offences | 145 | 5 | 51 |
| Unlawfully on Premises/Trespassing | 3 | 0 | 5 |
| Begging in a Public Place | 0 | 0 | 2 |
| Public Nuisance | 47 | 3 | 14 |
| Wilful Exposure | 1 | 0 | 0 |
| Drunk in a Public Place | 5 | 0 | 4 |
| Consume Liquor in a Public Place | 83 | 1 | 25 |
| Liquor Act Offences/Other Liquor Offences | 6 | 1 | 1 |
| Traffic and Vehicle Regulatory Offences | 22 | 0 | 3 |
| Driving Whilst Disqualified or Restricted | 7 | 0 | 0 |
| Driving Whilst Unlicensed | 5 | 0 | 1 |
| Registration/Motor Accident Insurance Offences | 3 | 0 | 0 |
| Traffic Offences (not elsewhere classified) | 1 | 0 | 0 |
| Transport Operations (Road Use Management) Act 1995 | 1 | 0 | 2 |
| Type 2b Driving Whilst Disqualified or Restricted | 2 | 0 | 0 |
| Drink Driving - 0.05 and Under 0.08 | 1 | 0 | 0 |
| Drink driving - 0.08 and Under 0.15 | 2 | 0 | 0 |
| Offences Against Justice Procedures, Government Security and Government Operations | 103 | 25 | 26 |
| Ambulance Service Act 1991 | 1 | 0 | 0 |
| Breach Community Service Order | 0 | 0 | 1 |
| Aviation Transport Security Act 2004 | 0 | 0 | 1 |
| Health Act 1937 | 0 | 0 | 1 |
| Disobey Move on Direction | 10 | 0 | 1 |
| Resist Arrest, Incite, Hinder, Obstruct Police | 31 | 1 | 7 |
| Breach Bail Act/Fail to Appear | 49 | 24 | 14 |
| Breach Domestic Violence Order | 12 | 0 | 1 |

Appendix 3: Types of offences committed by Rockhampton QIADP participants pre-, during- and post-QIADP

This table outlines the number of offences committed by Rockhampton QIADP participants for each QPRIME offence classification. Please note that QPRIME offence classifications do not necessarily correspond with actual offence titles. For example the QPRIME offence classification ‘Breach Bail Act/Fail to Appear’ includes the offences of Breach Bail Condition and Failure to Appear in Court; QPRIME offence classification ‘Liquor Act Offences/Other Liquor Offences’ includes Refused Entry or Evicted from Licensed Premises, Possess Liquor in a Restricted Area, and Drunk or Disorderly on Licensed Premises.

Bolded text refers to ASOC and NOI Divisions.

| Offences | Pre-QIADP (12m) | During QIADP | Post-QIADP (6m) |
|--|------------------------|---------------------|------------------------|
| Acts Intended to Cause Injury | 16 | 2 | 4 |
| Assault Occasioning Bodily Harm | 7 | 0 | 1 |
| Assault, Common | 2 | 1 | 1 |
| Assault, Serious (other) | 1 | 1 | 0 |
| Assault, Police (PPRA) | 6 | 0 | 2 |
| Sexual Assault and Related Offences | 0 | 0 | 1 |
| Indecent Assaults on Adults | 0 | 0 | 1 |
| Dangerous or Negligent Acts Endangering Persons | 2 | 0 | 1 |
| Drink Driving - 0.15 and over (includes under the influence of drugs) | 2 | 0 | 0 |
| Type 2c Drink Drive 0.15 and Over | 0 | 0 | 1 |
| Unlawful Entry With Intent/Burglary, Break and Enter | 2 | 0 | 2 |
| Burglary, with Breaking | 1 | 0 | 0 |
| Enter with Intent, Other Premises, with Breaking | 1 | 0 | 2 |
| Theft and Related Offences | 4 | 0 | 2 |
| Fare Evasion, Refuse to Pay | 1 | 0 | 0 |
| Possess, Receive, Dispose of Tainted Property | 1 | 0 | 1 |
| Receiving Stolen Property | 1 | 0 | 0 |
| Shop Stealing, Unlawfully Take Away Goods | 0 | 0 | 1 |
| Stealing from Dwelling Houses | 1 | 0 | 0 |
| Illicit Drug Offences | 7 | 0 | 4 |
| Drug - Possess and/or Use Dangerous Drugs | 4 | 0 | 1 |
| Drug - Possess Things for Use, or Used in the Administration, Consumption, Smoking of a Dangerous Drug | 3 | 0 | 3 |
| Prohibited and Regulated Weapons and Explosives Offences | 1 | 0 | 0 |
| Possession/Use of Dangerous Article (Other Weapon) | 1 | 0 | 0 |
| Property Damage and Environment Pollution | 11 | 0 | 1 |
| Graffiti | 3 | 0 | 0 |
| Wilful Damage | 8 | 0 | 1 |
| Public Order Offences | 61 | 11 | 19 |

| | | | |
|---|-----------|-----------|-----------|
| Begging in a Public Place | 2 | 0 | 0 |
| Public Nuisance | 34 | 7 | 9 |
| Unlawfully on Premises/Trespassing | 1 | 0 | 1 |
| Consume Liquor in a Public Place | 6 | 1 | 1 |
| Drunk in a Public Place | 7 | 2 | 3 |
| Drunkenness (Community By-Law) | 1 | 0 | 0 |
| Liquor Act Offences/Other Liquor Offences | 7 | 0 | 5 |
| Possession/Consumption of Liquor on a Dry Place (Community By-Law) | 1 | 1 | 0 |
| Consumption of Methylated Spirits (Community By-Law) | 2 | 0 | 0 |
| Traffic and Vehicle Regulatory Offences | 13 | 3 | 2 |
| Type 2b Driving Whilst Unlicensed | 0 | 0 | 1 |
| Driving Whilst Disqualified or Restricted | 2 | 1 | 0 |
| Driving Whilst Unlicensed | 4 | 2 | 0 |
| Registration/Motor Accident Insurance Offences | 4 | 0 | 0 |
| Transport Operations (Road Use Management) Act 1995 | 2 | 0 | 0 |
| Drink Driving - 0.08 and Under 0.15 | 1 | 0 | 1 |
| Offences Against Justice Procedures, Government Security and Government Operations | 76 | 21 | 24 |
| Disobey Move on Direction | 9 | 1 | 1 |
| Resist Arrest, Incite, Hinder, Obstruct Police | 18 | 4 | 4 |
| Breach Bail Act/Fail to Appear | 27 | 11 | 8 |
| Breach Domestic Violence Order | 22 | 5 | 6 |
| Telecommunications Act 1997 | 0 | 0 | 5 |
| Miscellaneous Offences | 5 | 0 | 2 |
| Inhalation of Petrol/Glue/Paint (Community By-Law) | 2 | 0 | 0 |
| Other Commonwealth Legislation | 0 | 0 | 1 |
| Other Community By-Law Offences (Community By-Law) | 1 | 0 | 1 |
| Other Offences, (Queensland Legislation) | 1 | 0 | 0 |
| Regulatory Offences Act 1985 | 1 | 0 | 0 |

Appendix 4: Non-arrest contacts

Move On Directions

A Move On Direction (see section 48 of the *Police Powers and Responsibilities Act 2000* (PPRA)) is any direction which is reasonable in the circumstances but which does not interfere with a person's right of peaceful assembly, unless such interference is reasonably necessary in the interests of public safety, public order or the protection of the rights and freedoms of other persons.

Drunk Diversion

A Drunk Diversion (see section 378 of the PPRA) occurs when a person is arrested for being drunk in a public place, but a police officer considers that it is more appropriate for that person to be taken to a place of safety (such as a hospital, diversionary centre, or private residence) rather than to the watchhouse. In these circumstances the arrest is discontinued.

Non-arrest Domestic Violence occurrences

Police officers have been provided with specific powers under Part 6 of the *Domestic and Family Violence Protection Act 1989* to deal with Domestic Violence incidents in relation to spousal (including de facto and same sex), intimate personal, family and informal care relationships. For the purposes of this report, non-arrest Domestic Violence contacts refer to the QPRIME categories outlined below:

- (a) Domestic Violence applications: refers to applying for a protection order for an aggrieved person/s if the police officer is satisfied that the person is aggrieved, and Domestic Violence has occurred and there is reason for the officer to take action. An application may also involve an officer applying for an existing protection order to be amended or varied in response to a Domestic Violence incident.
- (b) Domestic Violence referrals: involves allegations of, or actual Domestic Violence between persons, but there is insufficient reason or evidence (to the required standard) to take further action.
- (c) No Domestic Violence: involves a situation where investigations reveal that:
 - i. no Domestic Violence has taken place (as per the definition in the *Domestic and Family Violence Protection Act 1989*), or;
 - ii. subject persons are not in a domestic relationship as per section 11S of the *Domestic and Family Violence Protection Act 1989*.

Breaches of existing Domestic Violence Orders are an offence rather than a non-arrest contact and are therefore not considered within this section.

Non-arrest Child Protection occurrences

A non-arrest Child Protection occurrence refers to any event or incident involving a child where police are required to investigate the circumstances surrounding the incident, or to assist other Government Agencies to perform their Child Protection duties (e.g. the Department of Child Safety) (Chapter 2 and Chapter 6, Part 4 of the *Child Protection Act 1999* provide police with specific powers to investigate and deal with Child Protection incidents).