

Interim evaluation of the Take Kare Safe Space program

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EXECUTIVE SUMMARY

The Take Kare Safe Space (TKSS) program is a core function of the Thomas Kelly Youth Foundation, established in response to concerns about the safety of young people at night, specifically to get kids home safely. It operates year-round from 10pm to 4am on Friday and Saturday nights in the Sydney City CBD, Kings Cross and Darling Harbour, with additional nights for special events such as public holidays.

In 2017, the NSW Department of Justice provided funding for a rigorous 2 year evaluation of the TKSS program. The funded proposal had six aims: 1) identify the volume of users and level of satisfaction with the program; 2) identify perceptions of stakeholders; 3) quantify the benefits of reduced demand on acute and longer-term services (e.g. policing and rehabilitation); 4) quantify community value of the program; 5) determine cost of program delivery in different locations; and, 6) undertake a benefit-cost analysis of the program.

The current TKSS program has funding until 30th June 2018 and the final report will not be released until around mid 2019. The evaluation agreement has considered the funding structure and it was considered appropriate to provide an interim evaluation to the Department of Justice and the Thomas Kelly Youth Foundation. The purpose of this document is to outline interim findings.

TKSS Ambassadors record a range of information relating to clients of the service on incident forms. Over the period December 2014 to December 2017, 52,237 people have been supported by the TKSS program with the majority of users (60%) spending time at Safe Spaces, 21% requesting directions, primarily related to transport, and 19% supported in other ways (defined as incidents). Sixty two percent (62%) of those assisted were males and 38% females. The primary age range of those engaging with the service is 18-25 (71%), followed by 26-39 (17%). The majority of 18-25 years olds are females, whereas those aged 26 or older are more frequently males. Eighty one percent (81%) of those supported by TKSS had either a high perceived intoxication level (44%) or a mild perceived intoxication level (37%).

Integral to the TKSS program is its interaction with other agencies and partners to ensure the maximum benefit to those who are vulnerable and in need of assistance. Other agencies and partners include licensed premises, police, CCTV and transport staff. Of the incidents referred to, and responded by, TK Ambassadors from December 2014 to December 2017, 87% were instigated by either Ambassadors, the person being supported or their friend. The remaining 13% incidents were referred from other services. Where the support required exceeds the program's scope and capacity, Team Leaders refer the incident to the appropriate emergency service.

TK Ambassadors classify interventions offered to clients into four categories: minimise the risk of assault; minimise the risk of sexual assault; minimise the risk of theft; and, minimise the risk of injury. Whilst it is uncertain whether an assault, theft or injury would have occurred if the intervention did not happen, TKSS teams used their judgement based on their understanding and exposure to the city at night. As a conservative estimate of the benefits (or costs avoided) associated with the interventions, only the major incidents averted are costed in estimating the potential costs averted, i.e., major risk for assault and sexual assault. For theft, only the category "passed out – valuables visible" has been costed. For risk of injury, only road related traffic injuries have been costed. A further assumption is made that only 15% of these injuries would be classified as major, consistent with the weighted average of major assaults and sexual

assaults averted. Over the period December 2014–December 2017, from a total of 2,640 interventions that minimized the risk of injury and theft, 571 major incidents were averted at a potential saving of \$4.85 million.

In addition to value of harm averted, an estimate of the community value of the program has been made using the willingness to pay (WTP) method previously used in the New South Wales Treasury evaluation of the Sydney Central Business District Entertainment Precinct Plan of Management. WTP estimates are based on the value of a statistical life year and represent the value that society is willing to pay to reduce the risk of premature death by one year. Over the period December 2014 – December 2017, an estimated 85 major road traffic injuries were avoided, saving just over 4 lives, equivalent to a potential social benefit of \$828,601.

In order to better understand the return on investment from the TKSS program, a benefit-cost analysis was conducted for the financial year 2016-17. The cost of delivering the TKSS program in 2016-17 is estimated at \$470,687 with actual wages costs accounting for \$287,390. A total of 5,718 hours of volunteer time was devoted to the TKSS program, with an estimated value of \$172,201. The total cost of delivering the TKSS program is estimated at \$642,888. From a total of 1,240 interventions that minimized the risk of injury and theft, 276 major incidents were averted at a potential saving of \$2.21 million. Community value of the program is further estimated at \$379,077. The total benefit of delivering the TKSS program is estimated at \$2,857,171. The TKSS program represents a net social benefit (i.e., total benefits > total costs) and a positive benefit-cost ratio of 4.02, suggesting that a \$1 investment results in \$4.02 in benefits. The results were also tested for variations in key assumptions. All scenarios indicate that the TKSS program is a good return on investment.

The qualitative component of this project seeks to add value to the quantitative analysis. To date, 15 of 40 semi-structured interviews have been conducted with various identified stakeholders, including staff from the NSW Police (n=4), City of Sydney Council (n=2), the Darling Harbour Foreshore Authority (n=2), St Johns Ambulance/ the TKSS Program (n=4), licensees and nightlife service providers (n=2), and clients of the Program (n=1). The perceived strengths of the TKSS program were various, but were frequently considered in relation to the program's role in facilitating improved relations with other service providers, its capacity to de-politicise conflict and service provision in sites of night leisure, its ability to de-escalate developing conflict through the provision of early intervention, its focus on the welfare of its clients, the quality of the program's staff and volunteers, and the amenity it adds to the sites it operates in. Stakeholders revealed several perceived weaknesses of the TKSS program, including issues with 'branding', volunteer retention, the ability of the program to service its current localities given staff and volunteer levels, and perceived misunderstandings regarding the scope and function of the TKSS program by other stakeholders.

These interim results provide a platform of evidence that demonstrates that investing in the TKSS program is a sound economic investment. These findings will be strengthened in the formal evaluation by: incorporating evidence of change from routinely collected data including crime, ambulance, emergency and hospital data; investigating the views and perceptions of a wider range of stakeholders and TKSS users; and, conducting a more rigorous and comprehensive time series analysis.

INTRODUCTION

The Take Kare Safe Space (TKSS) program is one of the functions of the Thomas Kelly Youth Foundation established in response to concerns about the safety of young people at night, specifically to get kids home safely. The trial project was launched on 5th December 2014 and has been expanded to continue for 3 years until 30th June 2018. It operates year-round from 10pm to 4am on Friday and Saturday nights in the Sydney City CBD, Kings Cross and Darling Harbour. To date, Darling Harbour has been funded by short term government and industry grants. The TKSS program is serviced by the St John Ambulance with the support of the City of Sydney, Macquarie Group Foundation, Crown Resorts Foundation, NSW State Government and the Thomas Kelly Youth Foundation.

There are several objectives of the program including: to improve the safety and amenity of the public domain; to provide a harm reduction service where vulnerable young people can access support and a safe place; to reduce the risk of crime, specifically to prevent intoxicated young people from becoming the victims or perpetrators of crime; to collaborate with key stakeholders to establish a governance model that can enhance the night time environment; and, to support organisations that operate in the City at night (e.g. venue security staff, NSW Police and Ambulance).

In addition to these objectives, the Take Kare Ambassadors play a key role in enhancing the experiences of domestic and international visitors by creating a friendly environment and providing assistance such as directions and local information. Small teams of Ambassadors patrol each precinct looking for vulnerable and alcohol affected young people and assisting them to get home safely, reconnect with friends or family, or by providing water, thongs or assistance in getting back to a TKSS site. TKSS teams are well integrated into existing resources and services. They communicate directly with both the City of Sydney and Darling Harbour Foreshore Authority CCTV control rooms, and also work collaboratively with licensed premises security, NSW Police and the NSW Ambulance Service. Vulnerable and intoxicated young persons are referred to the TKSS by TK Ambassadors, licensed premises, City of CCTV security staff, rangers, police, friends, and the general public.

Pilot evaluation of Safe Space and Take Kare Ambassador Programs

The City of Sydney Council conducted an evaluation of the pilot TKSS program in the City's CBD from 5th December 2014 - 21st February 2015.¹ The purpose of the pilot evaluation was to evaluate both the operating model and the outcomes of the program. Data from the three-month pilot evaluation found that over 1800 people were assisted, with the program providing safe outcomes for intoxicated and drug affected young people, the majority of whom were in the 18-25 age group. The data collected identified four key categories where young people were most at risk: i) vulnerability to assault, ii) vulnerability to sexual assault, iii) vulnerability to theft, and iv) vulnerability to traffic injury. The TKSS program provided a timely intervention to protect young people from these negative outcomes. Extrapolating findings over a year, estimated operating costs were close to \$540,000 with savings estimated at \$4,744,428, representing a potential return on investment of over 9:1. This would mean that for every dollar invested, the TKSS program resulted in a benefit of \$9.¹

Formal evaluation

Although findings from the pilot evaluation concluded that the operating model was viable, with its operations and procedures working effectively, a more rigorous evaluation was suggested to validate the economic benefit. Working with the Thomas Kelly Youth Foundation,

a research team led by the University of New South Wales developed an evaluation proposal. In early 2017, the NSW Department of Justice advised that it would provide funding for a more rigorous evaluation.

The funded proposal had six aims: 1) identify the volume of users, extent to which it meets their needs and level of satisfaction with the program; 2) identify the perceptions of stakeholders; 3) quantify the benefits of reduced demand on acute and longer-term services (e.g. policing and rehabilitation); 4) quantify community value of the program; 5) determine cost of program delivery in different locations; and, estimate cost-benefit of program

To guide the formal evaluation of the TKSS program, an evaluation framework was developed (Appendix A). The framework was guided by the NSW *Government's Program Evaluation Guidelines*.² The evaluation relies on the use of three sources of data: i) external data sets (i.e., routinely collected data such as crime, accident and emergency admissions; ii) internal program-level data collected by the TKSS Ambassadors; and iii) interview and survey data collected from clients and stakeholders. A mixed method approach is adopted, combining both qualitative and quantitative methods, to answer the key evaluation aims. Appendix B provides a timeline of activities related to the formal evaluation thus far.

Interim evaluation

The research proposal, funded by NSW Government Department of Justice is a two-year project, officially commencing in July 2017. The current TKSS program has funding until 30th June 2018. and the final report will not be released until mid-2019. The evaluation agreement has considered the funding structure and it was considered appropriate to provide an interim evaluation to the Department of Justice and the Thomas Kelly Youth Foundation. The purpose of this document is to document interim findings.

AIM 1: IDENTIFY THE VOLUME OF USERS

Data source

TKSS Ambassadors record a range of information relating to clients of the service, including age, gender, services provided, referrals to the service, and referrals to other providers. This information is recorded on an incident form. Time series data are available for the period December 2014 – December 2017. The program commenced operations at Town Hall in December 2014, Kings Cross in July 2015, and Darling Harbour in February 2017.

Method

Time series data volume of users are reported bi-annually (July–December 2015, January–June 2016, July–December 2016, January–June 2017, July–December 2017). These data were analysed using descriptive methods, such as tables and graphs, in Microsoft Excel.

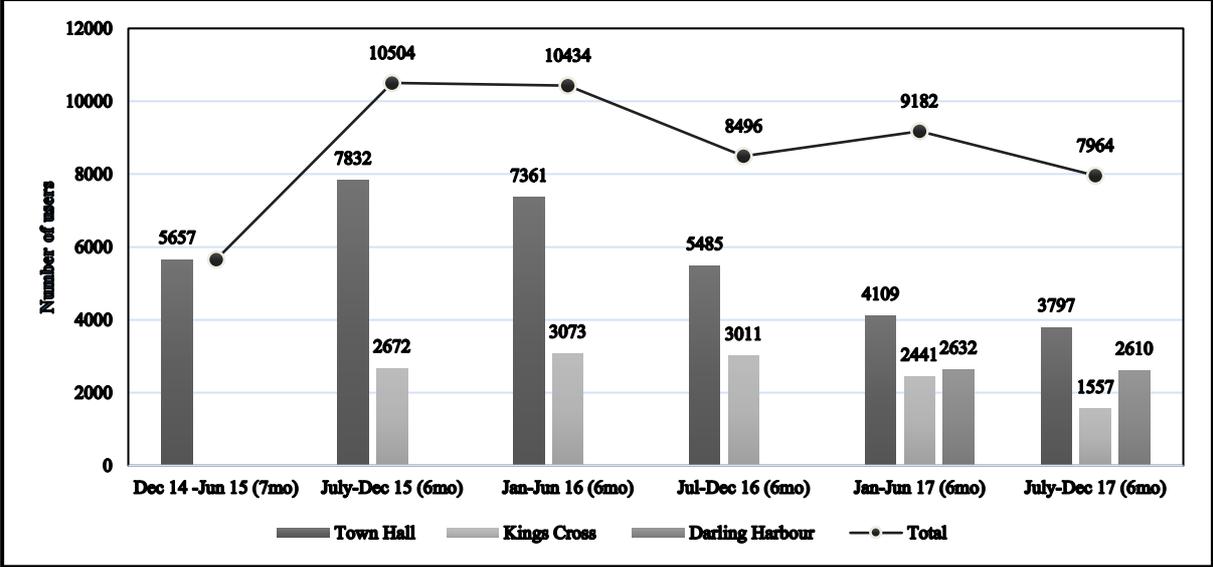
Main findings

Support from Take Kare Safe Space

Figure 1 provides an overview of TKSS users by site over the period of operation. From December 2014 to December 2017, 52,237 people were supported by the TKSS program. The number of assists peaked between July 15 and June 16 before gradually decreasing. The decline can be directly attributed to the introduction of the “lockout laws” in the Kings Cross and

Sydney Central Business District (CBD) precincts.¹ The lockout laws were introduced by the New South Wales Government in February 2014 with the objective to reduce alcohol-fueled violence. The legislation requires 1.30am lockouts and 3am cessation of service at bars, pubs and clubs in the Sydney CBD entertainment precinct. New South Bureau of Crime Statistics data shows that the lockout laws resulted in an estimated a 49% and 13% decline in the number of non-domestic assaults in Kings Cross and CBD precincts, respectively.³ This translated to 553 fewer non-domestic assaults in Kings Cross precinct and 613 fewer non-domestic assaults in the CBD, during the 32-month post-reform period compared with what was forecast from the pre-existing trend. The legislation was well publicized and there was a period where Safe Space Assistance peaked post the legislation, noting also the first Safe Space came online 4 months after the legislation.

Figure 1: TKSS users by site from December 2014 to December 2017 (inclusive)



In terms of the type of support provided (Figure 2), the majority of users (60%) spend time at the safe space, 21% request directions primarily related to transport and 19% are supported in other ways (defined as incidents). The type of incidents recorded by TKSS staff and volunteers include minimising the risk of physical assault, sexual assault, the risk of theft, or injury. If required, TK Ambassadors also provide first aid support, reconnect via phone or provide escort to accommodation, transport, or friends/ family. The first aid response usually involves an initial assessment, such as checking responsiveness, other symptoms, and asking the person if/how much they have been drinking, the provision of bottled water for rehydration, providing a vomit bag if required, and generally ensuring that people are stable, safe and either in the company of friends or at a Safe Space under the supervision of TK Ambassadors. TK Ambassadors can provide multiple supports to one person, for example first aid and escort, while also minimising the risk of sexual assault. This information is reflected in the incidence form as a multiple entry.

¹ On 30 January 2014 the Liquor Amendment Bill 2014 and the Crimes and Other Legislation Amendment (Assault and Intoxication) Bill 2014 were passed through Parliament. The Liquor Amendment Bill 2014 was aimed at strengthening the Government’s risk-based approach to managing liquor licensing.

Figure 2: Type of support provided

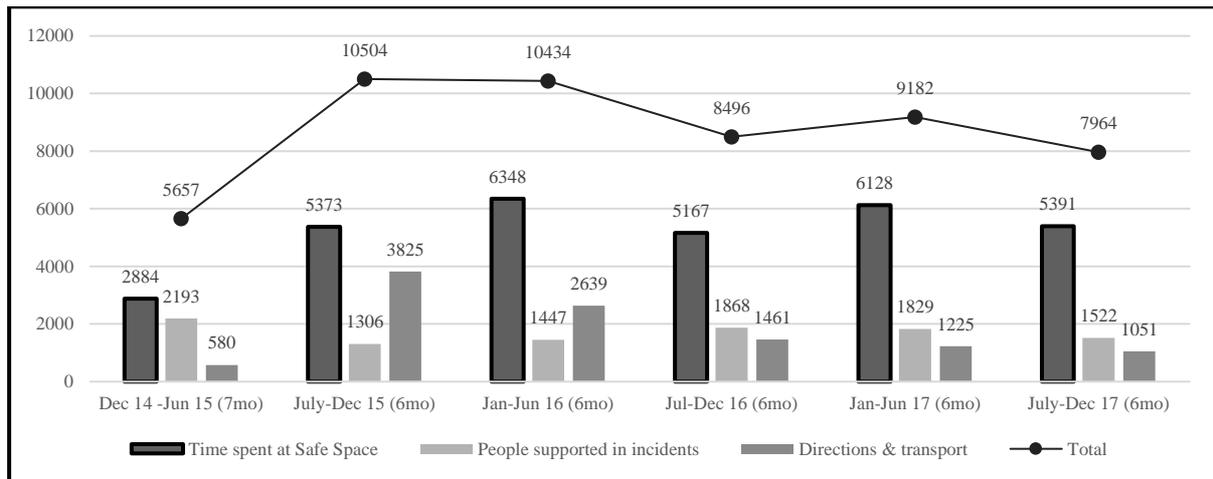
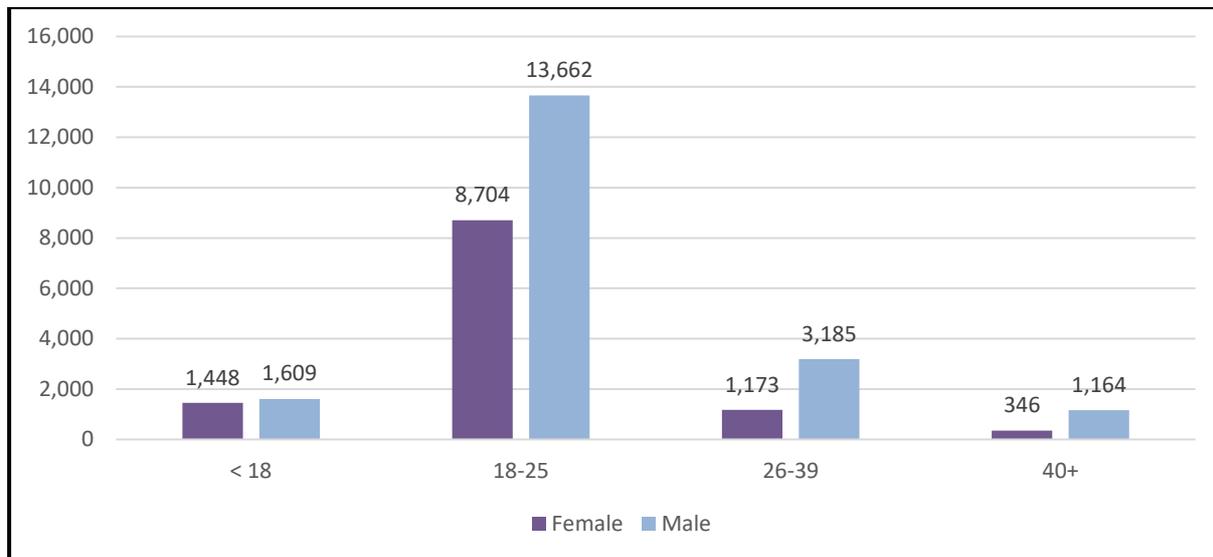


Figure 3 provides an overview of TKSS users by age and gender for those where details were recorded (n=31,291). Sixty two percent (n=19,620) of those assisted were males and 38% (n=11,671) were females. The largest demographic was the 18-25 age bracket accounting for 71% (n=22,366) of the sample, followed by those aged 26-39 (n=4,358 or 17%) and those aged less than 18 years of age (n=3,057 or 10%). TKSS user profiles change with age. Seventy-percent of males (n=13,662) and 74% of females (n=8,704) are aged between 18-25 years old.

Figure 3: TKSS users by age and gender



TKSS Ambassadors rated the perceived intoxication level of the person/people receiving support using four categories.

- Sober: no obvious symptoms of alcohol intoxication;
- Mild: observed symptoms of alcohol intoxication (e.g. loss of coordination, slurred speech, loud / anti-social behaviour, impaired balance);
- High: observed symptoms of high level alcohol intoxication (egg. unable to walk unassisted, vomiting, difficulty communicating, very drowsy); and,
- Drugs: observed symptoms of probable other substance use (egg. hallucinations, dilated pupils, erratic behaviour, repeated licking/chewing mannerism).

Of the 6,448 assessment for level of intoxication, 44% (n=2,869) were perceived to have a high level of intoxication, 37% (n=2,359) with a mild level of intoxication, 12% (n=749) were perceived as sober and 7% (n=471) were perceived to be under the influence of drugs (Figure 4).

Figure 4: Perceived intoxication level of TKSS users

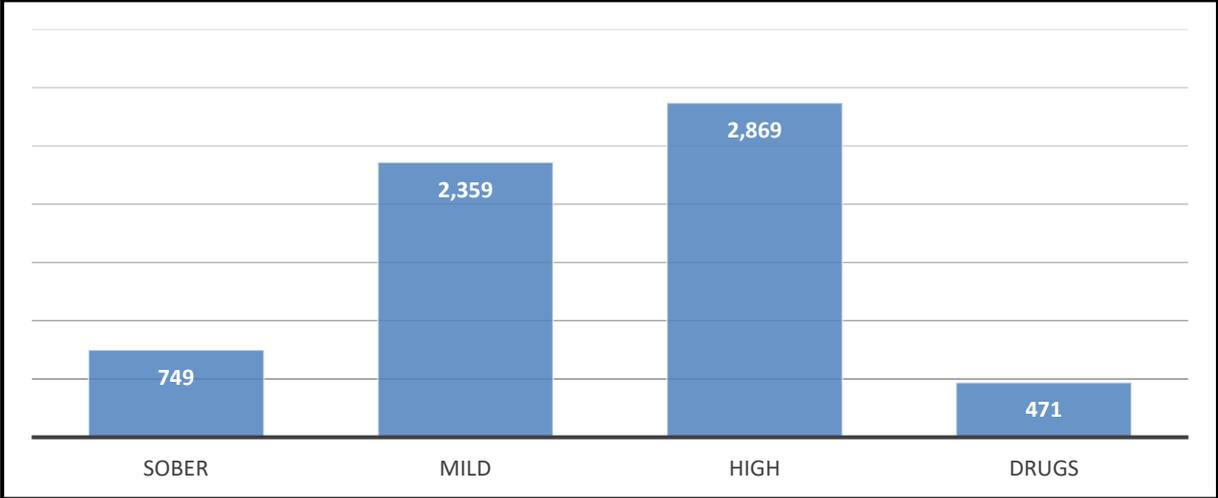


Figure 5 provides an overview of TKSS engagement over the nightly period of operation. The periods between 11pm and 2am are usually the busiest in terms of client support. TKSS engagement lasts from 1 to 20 minutes in the majority of cases (Figure 6).

Figure 5: Time of TKSS engagement

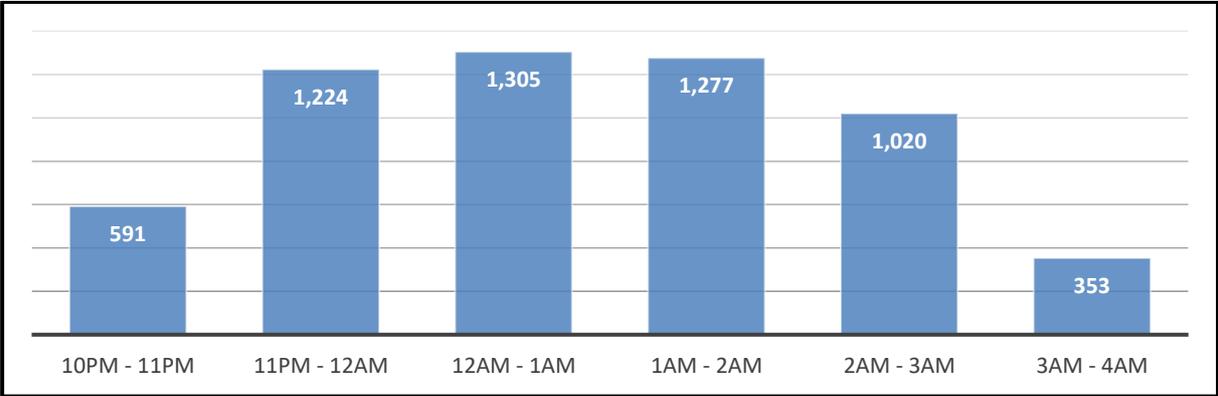
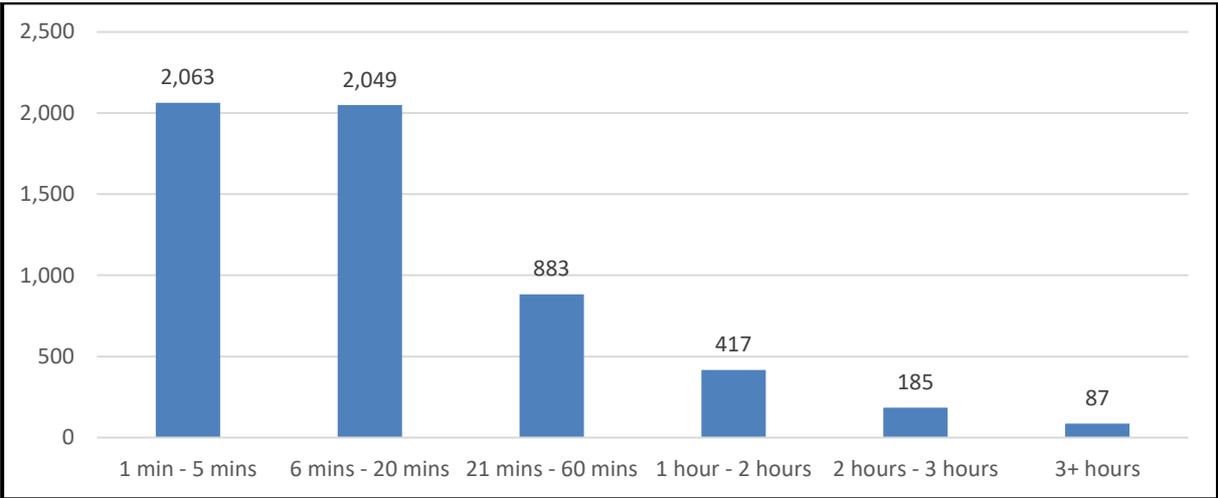


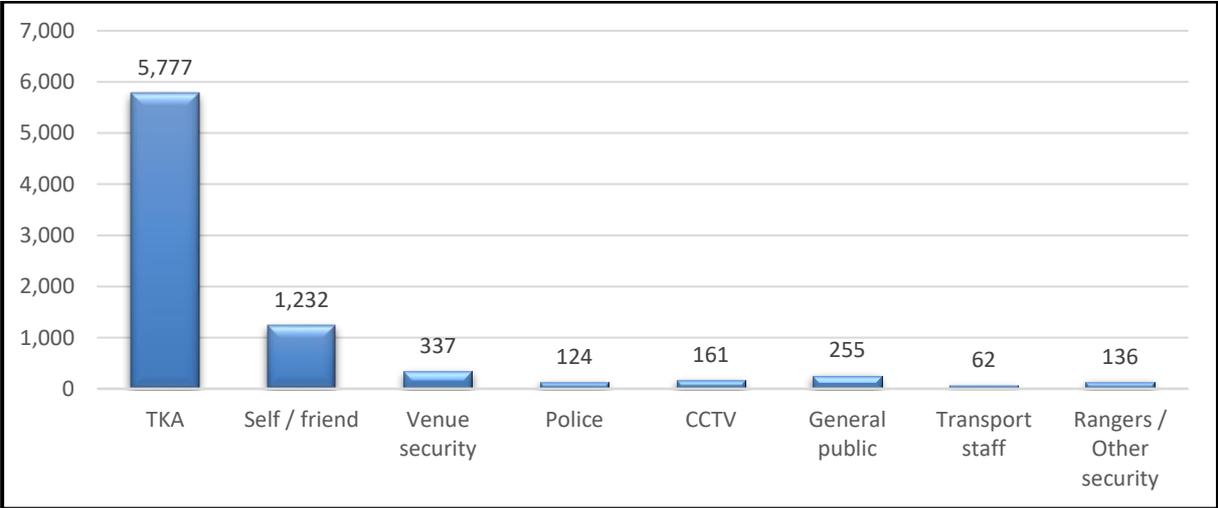
Figure 6: Duration of TKSS engagement



Referrals to Take Safe Space

Integral to the TKSS program is its interaction with other agencies and partners to ensure the maximum benefit to those who are vulnerable and in need of assistance. Other agencies and partners include City Rangers, licensed premises, venue security, police, CCTV and transport staff. Of the ‘incidents’ referred to and responded by TK Ambassadors from December 2014 to December 2017, 71% (n=5,77) were instigated by TK Ambassadors, followed by self-friend (15%, n=1,232) and venue security (4%, n=337) (Figure 7).

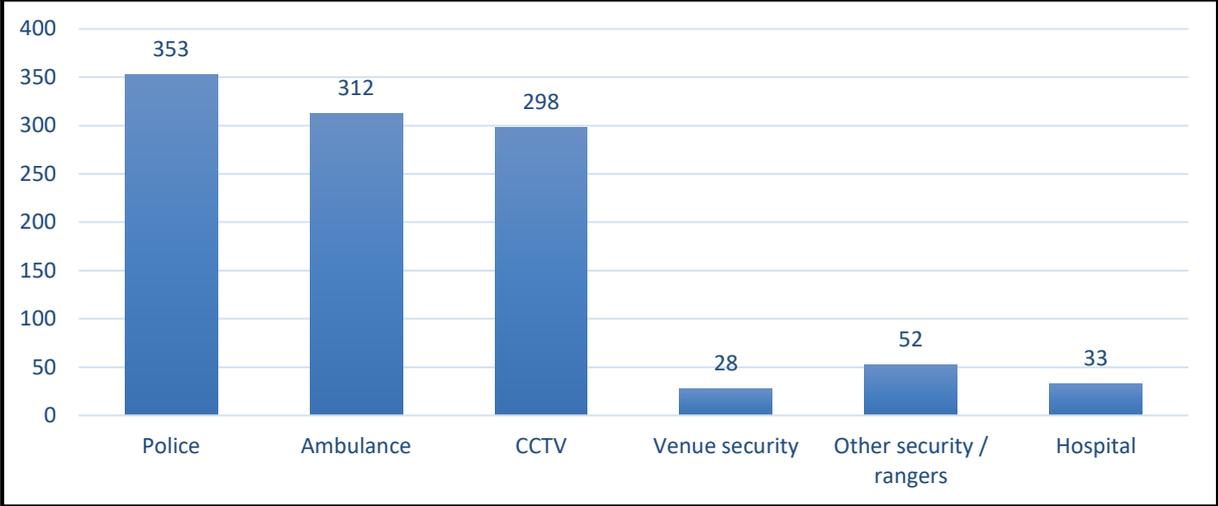
Figure 7: Incidents referred by other services



Referrals from Take Kare Safe Space

Where the support required exceeds the program's scope and capacity, team leaders refer the incident to the appropriate emergency service. Figure 8 illustrates common referrals provided by the TKSS to other services, including 33% (n=353) referrals to the police, 29% (n=312) to ambulance and 28% (n=298) to the City of Sydney or Darling Harbour Foreshore CCTV control rooms.

Figure 8: Incidents referred to other services



Planned refinement

The formal evaluation will provide a more in-depth analysis of these data over a longer time frame. Data will also be extracted according to each TKSS site and examined for changes over time.

AIM 2: PERCEPTIONS OF STAKEHOLDERS

Data source

Semi-structured interviews with key Take Kare Safe Space stakeholders.

Method

To date, fifteen semi-structured interviews have been conducted with various identified stakeholders, including staff from the NSW Police (n=4), City of Sydney Council (n=2), the Darling Harbour Foreshore Authority (n=2), St Johns Ambulance/ the TKSS program (n=4), licensees and nightlife service providers (n=2), and clients of the program (n=1).² Completed stakeholder interviews have been transcribed and subjected to a thematic analysis which identifies and explores salient themes emerging from the data. These experiential accounts reveal how each stakeholder perceives the TKSS program, including discussion of the extent to which the program has achieved its stated objectives, the program’s strengths and weaknesses, which program activities or components have contributed to the outcomes that have been observed, what extraneous factors have influenced the program’s service provision, what improvements could be made to the program, and who else benefits from the program.

Main findings

Based on the current interview data and preliminary analysis, this report has been structured around the following two themes and their related subthemes.

- Perceived Strengths of the TKSS program

² At this stage, only one interview has been completed with a client of the program. Recruitment of clients of the TKSS Program has been slower than expected and the research team is currently working with the TKYF to resolve this issue. As such, client perspectives have not been included in this interim report.

- Service Provider Relationships
- Early Intervention & De-escalation
- o Perceived Weaknesses of the TKSS program

Perceived Strengths of the Take Kare Safe Space Program

The perceived strengths of the TKSS program were various, but were frequently considered in relation to the program's role in facilitating improved relations with other service providers, its capacity to de-politicise conflict and service provision in sites of night leisure, its ability to de-escalate developing conflict through the provision of early intervention, its focus on the welfare of its clients, the quality of the program's staff and volunteers, and the amenity it adds to the sites it operates in. As will be discussed in more detail in the following section, all stakeholders interviewed for this evaluation regarded the TKSS program as beneficial to their operations, with many expressing that they felt that the program had filled a long-existing 'gap' in nightlife services. Similarly, stakeholders with an active role in the provision of security (ie. City of Sydney, Darling Harbour Foreshore Authority and transport wardens) felt that the program allowed their respective resources to be more efficiently and effectively deployed. It was regularly asserted that the collaborative nature of the TKSS program has allowed for a more considered approach to harm management in Sydney's urban night-time economy, with stakeholders regularly utilising the resources of the program when confronted with issues they may not be equipped to handle.

Throughout the stakeholder interviews, there was a universal perception that the welfare focus and approach central to the program's ethos was a key strength of the program, and was driving the achievement of the program's core aim regarding the promotion of safety and security in the Sydney's key nightlife precincts. All frontline stakeholders presented multiple stories where vulnerable individuals were supported to 'get home safely' or connect with another service provider to receive necessary care. It is clear that the stakeholders interviewed believe that the program has improved safety in the city, and that its introduction as a service in 2014 has been an overwhelmingly positive initiative for Sydney's night time economy.

In this regard, the TKSS program was claimed to provide a unique alternative to police and ambulance services, and while they are not able to provide a complete suite of care, they were praised for their ability to triage individuals based on their current state and escalate the incident with emergency services if necessary. Supporting these claims, police perceived the TKSS program as a useful tool to better manage their own resources, in particular by referring individuals who could be serviced by the program without need for escalation to a more serious intervention. This capacity was claimed to contribute towards safer and more amenable urban spaces, with stakeholders asserting that the static sites and roving Take Kare Ambassadors provide desirable and helpful services to those who use the city.

'If we can't deal with it, you know, within 15 minutes or so generally our port of call is to try and guide them down to the Take Kare people and they accept them with willing arms, so they're pretty good. If they're in a bad way then they obviously call the ambulance and stuff. It lets us get back on the road quite quickly to deal with problems, hot spots. It's a pretty big benefit.' (NSW Police)

Much of this effect was attributed to the TKSS staff and volunteers who were universally regarded by stakeholders as effective teams who have been central to the successes of the program in meeting its intended objectives. Team culture was highlighted as a key driver of positive interactions with the public, with many stakeholders regularly remarking on the

‘friendly’ and ‘inviting’ approach taken by staff even in the face of challenging or difficult situations.,

‘Mate, I have a great relationship with them. Every time I see them, I thank them for what it is they're doing. I see people around, I tell them that these guys are just the greatest. To me, they are the untold heroes of Sydney. They're out there doing voluntary work, helping out the shit end of Sydney. You see these people and you just think, "Fuck that, wouldn't do that if you paid me." These guys are out there trying to help these people. I think they're absolutely amazing’ (Licensee)

In discussions regarding staffing, most external stakeholders identified concerns regarding volunteer retention, however these were not flagged as major issues, rather potential challenges to be overcome while maintaining such positive culture within the program.

While data analysis is still ongoing and will not be complete until the remaining interviews are completed, the following sections outline two of the most salient sub-themes to emerge regarding stakeholder perceptions of the program’s strengths.

Service Provider Relationships

The relationship between the TKSS program and other service providers operating in Sydney’s urban night-time economy was identified by stakeholders as an integral strength of the program. Interviewees frequently referenced the value they believed the TKSS program added to the city at night, not only in relation to improving safety and amenity, but also in facilitating improved relations and communication between service providers. In this respect, the TKSS program was said to offer a unique addition to the services and facilities already offered by well-established stakeholders such as licensees, police, and emergency health services, and was claimed to have contributed to the provision of a more complete suite of resources to manage Sydney’s night time economy.

‘I think there is a real absence of services in the night-time economy providing support to people who are in the public domain. I think this is a service that is attempting to fill multiple service gaps’ (St Johns Ambulance)

‘I think the strengths are it fills a gap in service provision in the public domain at night for sure, big time’ (City of Sydney)

As noted in the above quotes, key nightlife stakeholders regularly referenced a ‘gap’ relating to ‘welfare provision’ in the city at night and claimed that the approach adopted by TKSS staff and volunteers was not only a unique offering in Sydney’s urban night-time economy, but also was a key strength of the program. Almost all stakeholders interviewed stated that the welfare framework guiding the operation of the TKSS program was particularly well suited to de-escalate conflict and minimise harms associated with drinking, drug consumption and related behaviour.

‘I think it does obviously a lot with young people that are intoxicated and are vulnerable in that late-night space- anything from being left alone late at night, particularly if you're female to, yeah, violence and aggression or drug use, that kind of thing. I guess that all kind of comes under that safety bracket for young people. Yeah, I would definitely say that the programme is there to provide, I guess a sense of safety and a service that young people can turn to’ (TKSS Staff)

The nature of the TKSS program and its interaction with other stakeholders in Sydney’s night-time economy has meant that many stakeholders viewed the service as a ‘hub’, acting as an intermediary and conduit between service providers. Stakeholders felt that the presence of the

TKSS program had been significant in developing relationships between organisations that previously had minimal or less established levels of communication, creating a CBD night-life management system that better meets the needs of its users.

‘From the point of view of looking at better communication and coordination between stakeholders in the city at night. So the program coming on board was an opportunity to go, "Okay. These guys are conduit."... I mean, they're not coordinators but they're sort of a conduit to sort of bring it all together’ (City of Sydney Staff)

‘For me, the program fills a gap, and that gap is you don't need the police. You don't need an ambulance. You just need someone to help you if you're drug, alcohol affected or whatever’ (City of Sydney Staff)

Stakeholders also asserted that the TKSS program has been valuable in acting as an intermediary between service providers, often functioning as a preliminary, but critical, triage for serious incidents. Here, volunteers from the program were said to act on referrals from licensees, Rangers, or CCTV operators to help determine whether further formal support was necessary from NSW Police or ambulance services. It was suggested that this has had a positive impact on the deployment of government resources in the Sydney CBD and surrounds, ultimately making many services more efficient.

‘If they identify an issue they can generally take care of, it just frees rangers or police up for us to then go on to the next job or to something that's probably going to need somebody with more regulation or ... We have multiple issues down here. We also infringe people for, say, jumping in Cockle Bay, so if we're dealing with a first aid and it was only a minor issue, and someone jumped in the water, we'd have to leave that person and go to the more prioritised job. Whereas with Take Kare there, we're able to leave them with the intox person or the person who requires some welfare and in that respect we've found that it's helped us immensely with just lightening our load up as well for our work, not having to remain in one area with one person. You can get an intox female and you can be remaining with her for two hours until her mother comes or until you work out whether you're going to get an ambulance or whether her friends come and collect her’ (Ranger)

‘I think they're my eyes and ears on the ground and it's great to have them there... I've got an extra 50 police on the street every night. For me that's fantastic in terms of tasking and resource allocation here.’ (NSW Police)

‘If Safe Space had intercepted this person and said, “Mate, it's all right, just have a seat. You don't need to be frustrated because you can't get a cab or you can't get a train, we'll look after you. It's all right.” That may not have happened [an arrest and assault], may not have eventuated. I don't know how you'd equate the amount of hours involved in that but you'd probably have to break down, okay, an investigation on the ground is four hours and then you're going to interview someone and charge them is another two, three, four hours potentially and then your court time on top of that with adjournments.’ (NSW Police)

‘It's definitely assisted police I believe with taking some of the workload off the police who can be doing other things, dealing with other matters. For all police I think young persons are high care, no doubt about that, especially if they're intoxicated, all that sort of thing, and it takes hours and hours and hours of police time to get that person home safely.’ (NSW Police)

Staff and volunteers of the program, and a number of other key stakeholders who work closely with them at ground level, noted that the limited level of authority that program staff possess was a double-edged sword, being both a perceived strength and weakness of the program,

particularly in circumstances where intoxicated or vulnerable revelers were resistant to help offered, or generally problematic.

‘I think the way we act, as a non-authoritarian, non-aggressive, non-confrontational kind of, it's help if you want it. That is our biggest strength. But it is also not, [because] we don't have any authority. We can't make people stay. We offer help. I think that is our biggest differentiator of all the other services in the city’ (TKSS Staff)

‘The approach that the guys take really helps soften the areas in which they work. We have really noticed that under the bridge where they are set up in Darling Harbour. That used to be a hot-spot for trouble because of the public toilets and because lots of intoxicated people used to walk through there, but since they have set up we have a lot less trouble... I think that is all down to their approach, they approach softly and people don't see them as a threat... We see a lot of issues being resolved because they go about their work in that way’ (Ranger)

‘It's a great deference as well. Intoxicated people generally tend to be hostile towards us. They see us as being threatening. When we can divert them off away from us to someone who's there to also care for them but aren't police it removes that level of aggression out of that person and they become more agreeable, they're easier to deal with and they communicate a lot more freely.’ (NSW Police)

NSW Police officers and City Rangers identified that the TKSS program not only allowed them to more efficiently use their resources, but also acted as a tool for de-escalation and harm minimisation due its welfare approach. Stakeholders articulated that the way in which the public perceived the program and its staff and volunteers (as non-authoritative) was integral to the benefits of the TKSS program. However, as can be seen from the above quotes, while the non-authoritarian approach often served to ‘soften’ interactions with some problem revelers, it also resulted in limited respect from others.

‘There have been some issues with safety of team members. People get aggressive towards us, sometimes, but we just back away, because we don't have authority. We don't have, we just back away’ (TKSS Staff)

‘But sometimes they even get abused too, you know, trying to help somebody and they turn on them, and, yeah. I don't think that stops because people know they're not in authority, know what I mean? They're not a police officer or a security guard’ (Transport Service Staff)

The relationship between NSW Police and the TKSS program was discussed as significant to managing the potential risks associated with the operation of the program. One issue that was raised by stakeholders, including NSW Police and City of Sydney staff, related to ‘interference’ caused by large groups of unsupervised youth who had been disrupting the program, including causing a shut-down of the Town Hall static site for an extended period of time. In response to this issue, it was suggested by a number of stakeholders that novel approaches would be needed to overcome this particular challenge as stakeholders were concerned the some static sites were being used as a ‘meeting point’ for youth who were set on ‘running amok’ in the city at night.

‘I think it was that initial place where people began to see it as a drop-in point. “Here we can go just go there and hang out.” Kids living in Blacktown, “Mum and Dad I'm going in but don't worry. I'm only going to the safe space place where there's all those ambassadors standing around.” The parents are thinking, “My kids are going to be safe.”, and then we ring them and say, “No.”’ (NSW Police)

This ‘interference’ was, however, framed by police to be an opportunity to increase the development of relationships between the TKSS program and NSW Police, particularly in

linking vulnerable youth with appropriate support services. While perhaps originally an unintentional consequence, the presence of the TKSS program has facilitated the provision of increased and enhanced support to at-risk individuals who may not have taken the initiative to seek out support or been identified by other organisations.

‘I started picking up on it when a lot of the young persons were coming into the city and hanging out there so they’d contact us to go down and move them on or if there had been a bit of a drama and stuff like that. Then I realised there was a great opportunity there for us to do more in that space of kids and risk identification, risk removal and risk referral’ (NSW Police)

It was also claimed by police that working through these problems has ultimately resulted in an improved service, a stronger working relationship between NSW Police and the TKSS program, staff and volunteers, and ultimately, a significant reduction in police incidents involving youth:

‘I started picking up on it [the problem of youth interference] when a lot of the young persons were coming into the city and hanging out there so they’d contact us to go down and move them on or if there had been a bit of a drama and stuff like that. Then realised there was a great opportunity there for us to do more in that space of kids and risk identification, risk removal and risk referral, get them out more so to find out there was an organisation such as the cops. We can do more in the new space as opposed to just being a vehicle for them to get home, so it’s more about the engagement and continual follow-up stuff, so Take Kare have been really good in that sense that if they speak to some of their ambassadors, identify someone will speak to them and go yeah, this is fairly risky this one or presents a risk. They’ll contact us. We’ll go down. We’ll engage and then we’ve got our steps and processes of what we do after that. Just by way of the last 12 months we’ve seen probably an 80% reduction in the same continual kids coming to the city on Friday and Saturday nights

Another perceived challenge in the police-program relationship was the ongoing flux in NSW Police staffing of city commands. City commands have always featured high rates of staff attrition and turnover, however, this issue was discussed as negatively impacting police knowledge of the program.

‘There's been a lot of turnover in local area commands in the past six to 12 months, the new commissioner, people they've been moving commanders around, and also their GD inspectors with different portfolios’ (City of Sydney)

Interviewees ultimately felt that the TKSS program had been successful in developing a series of strong relationships with various stakeholders operating in Sydney’s urban night-time economy, and while all stakeholders perceived there to be challenges with the inter-organisational relationships in this space, all were overall supportive of the program and indicated that significant value would be lost without its presence.

Early Intervention and De-escalation

Stakeholders identified the ability of the TKSS program to recognise, access and support vulnerable individuals as its primary function and greatest value-generating activity. The roving teams and static sites generate a series of positive outcomes which were reiterated by stakeholders, including a reduction in stress for government and emergency services (including potential medical costs for individuals who may have experienced more significant harm without intervention), the identification of individuals who may have limited control due to alcohol or illicit substance use, the de-escalation of potentially violent incidents, the

identification of individuals who are at risk of sexual assault, and the referral of escalating incidents to NSW Police or ambulance services. Stakeholders highlighted that the process of actively and proactively engaging vulnerable individuals was a major component to this value, and most stated that they thought the efforts of the TKSS program had prevented the escalation of potentially harmful or risk-prone activities. This early intervention was perceived to be a necessary component in the suite of tools used to manage Sydney's urban nightlife, with stakeholder's indicating that they believed it would be detrimental to city safety to lose this service.

'I think again that's unique is the ambassadors sort of roving around the city. I guess it's something about not just waiting for people to come to you, but being really proactive and going out looking in the dark alleys where crimes might often happen. Or looking yeah, in the gutter or on a side street where someone might be vomiting or vulnerable. I think that's where a lot of our incidences really actually come from' (TKSS Staff)

Due to the large geographic size and high patronage of the Sydney CBD, Kings Cross, and Darling Harbour precincts, NSW Police and council/private security services are limited in their capacity to pre-emptively identify and respond to instances where individuals may be vulnerable. In response to this limited capacity, stakeholders frequently maintained that the 'extra eyes and ears' (NSW Police) provided by the TKSS program at ground level provided a much needed proactive initiative to service the city. This proactive approach and capacity was seen as a critical TKSS function that is central to their role in de-escalating conflict in nightlife spaces.

'I just think it's wonderful that they're walking around looking for people that are in trouble. And assisting them in whatever they can. Because if someone's collapsed on the footpath, if someone doesn't attend to them, they could be robbed or whatever. And you know what, they may not always be drunk or on drugs, either. They could have had a medical episode and, yeah, no, I think they're very important and they're doing a fantastic job' (Transport Services)

Stakeholders perceive the TKSS program to be an attractive non-confrontational option that fills this gap in identifying and offering early intervention to individuals who may be at risk of harm. It is stated by stakeholders that the TKSS program regularly services vulnerable individuals, and that their interventions have resulted in a substantial reduction in the potential harm they may have experienced. Program interventions also perform a significant role de-escalating potentially harmful situations, resulting in positive outcomes for those utilising Sydney's night time economy.

'several incidents of violence that I believe would have escalated if one of our team members or myself didn't call it in to CCTV. We have radios, as you know, and we can call in things quickly, then we can call 000. I will call in to the CCTV cameras, and then they will throw it straight to the police, where a policeman is sitting in front of a screen and going to dispatch these people right now.' (TKSS Staff)

'They go in, they're calm, they're nurturing. Police sometimes have more of an authoritarian stance but these ones they appear to listen, comfort and engage. If someone is at a high level of emotion, just been thrown out of a pub and their friends are all back in there and they've got the shits and they want to fight on, just having that calming influence there often will de-escalate the situation and again their presence.' (NSW Police)

Similarly, NSW Police, City of Sydney Council staff and Darling Harbour Foreshore Authority stated that TKSS volunteers were a useful tool in expanding the reach of their as they can offer

a street level account of any escalating incidents, and, if unable to intervene themselves, they can request further assistance. This not only functions to dispatch more timely responses to escalating incidents, but supports the early intervention of instances involving vulnerable individuals before they become party to an escalating incident. While the identification of, and provision of support to, individuals who are under the influence of alcohol or illicit substances and have minimal control of their situation is an intended function of the TKSS program, TKSS volunteers have provided wide-ranging support, from giving directions to tourists, to referring individuals experiencing suicidal ideation or homelessness to the appropriate services.

‘We're all about prevention. Now, having the Take Kare Ambassadors out on the street assists us by having more eyes and more ears on the streets to prevent things from occurring, because no doubt you know, and no doubt we all know, that when you go out with a group of people and you've had a few too many beers, we do tend to get a bit loud or messy, and having someone intervene, and that's the important thing, is intervene before things escalate, is a wonderful, wonderful thing’ (City of Sydney Staff)
‘Our main focus down here is obviously public safety, but we've also got to look after asset protection and we've got a large area to patrol, so our rangers would have a designated area they need to patrol, so if we're stuck in one area for two hours it means other areas become vulnerable.’ (Ranger)

Ultimately, stakeholders feel that the TKSS program offers an unquantifiable benefit in the prevention of harm to vulnerable individuals and the intervention and de-escalation of risk-prone behaviour or violent incidents. The early identification and support of vulnerable individuals significantly improves city safety and is perceived by stakeholders to be of significant value to Sydney's night time economy.

‘I think one of the strongest outcomes for the program is that it provides eyes and ears on the street and a bunch of places where police just haven't got the resources to be stationed all the time. But the calling through to police of aggressive, dangerous situations is a really big benefit, in my opinion, a big benefit to the safety of the city, to police being able to do their job effectively and efficiently’ (TKSS Staff)

Perceived Weaknesses of the Take Kare Safe Space Program

Stakeholders revealed several perceived weaknesses of the TKSS program. However, it should be noted that the majority were hesitant or cautious in doing so, regularly framing these ‘weaknesses’ as ‘challenges’ or ‘areas for improvement’. While some of the perceived weaknesses have already been discussed as inherently linked with perceived strengths, stakeholders also identified issues with ‘branding’, volunteer retention, the ability of the program to service its current localities given staff and volunteer levels, and perceived misunderstandings regarding the scope and function of the TKSS program by other stakeholders. Stakeholders also acknowledged that there were challenges present in the working relationship between the TKSS program and other services. The following quotes identified concerns regarding the sometimes misplaced enthusiasm of TKSS staff and volunteers in situations that required more formal service responses.

‘“No, that's not an appropriate call for us. You should be calling 000. My sense at the moment is that TK will respond, because they want to demonstrate how useful the program is. We'd packed up the last time I was out, 4 A.M. We'd done the debrief, and they got a call... the CCTV folk should know what time TK finishes, and that we'd be packing up. But, out of goodwill and I think a real desire to let people see that TK can be there and intervene; these guys went out.’ (TKSS Staff)

‘like I said before, think occasionally they may use TK as the primary intervention for things that may be a little bit more, I'll use the word intense. TK will respond, because

they feel that it's an obligation as part of our objective. Sometimes I think with the lesser experienced teams, that could potentially put them into a difficult situation. To say, alright how does a younger TK member recognise that that's not a call that they should be attending; when there is that goodwill. That sense of wanting to be there, to get TK out there. To say, yeah, these are the sorts of the things we can deal with' (TKSS Staff)

In some cases, it was perceived that TKSS staff had attended incidents where emergency health services should have been engaged immediately. Some stakeholders suggested that this issue may be the product of a misunderstanding of the role and scope of the TKSS program amongst other services and organisations, resulting in either the overuse or underuse of the program. While the limited authority the volunteers hold makes them more approachable to revelers, it also has the potential to place them at risk when referred to an incident they may not be equipped to handle. Likewise, it was indicated that some stakeholders may not have a complete understanding of the resources that the TKSS program has access to, and that this lack of knowledge has the potential to promote negative outcomes for users of the program.

'maybe there's like a misunderstanding of our role by different stakeholders. Like I know we've been called in situations where there's like a first aid situation where really an ambulance should've been called straight away. And it's kind of ... Well that, five, 10 minutes between when you called and got there, like they could've been an ambulance' (TKSS Staff)

It was identified by some stakeholders that due to the nature of the program, TKSS staff and volunteers were at a greater risk of harm, which has the potential to be exacerbated by attendance at incidents that require a response from emergency services. In particular, police officers perceived an increased risk to TKSS staff and volunteers due to their lack of authority to escalate incidents, however it was stipulated that strong relationships between the NSW Police force and the program facilitated the minimisation of these risks. Concerns were acknowledged about the safety of TKSS staff and volunteers, though it was stipulated that procedures are in place to manage these risks.

'The down side I guess is the risk that we see as an organisation or command to the ambassadors in terms of victims of violence, get taken advantage of. Basically, that's really it, so getting involved in something. They can be managed effectively and we've got steps in place to look at how we best manage that in training and education for the volunteers.' (NSW Police)

Some stakeholders identified a weakness related to branding and public recognition of the TKSS program. Here, it was suggested that public visibility and awareness of the program meant that many revelers and service providers were not familiar with the program's purpose or functional capacity. Further, stakeholders felt that an understanding of the program was not widespread in the broader community, reducing its effectiveness due to a lack of knowledge of its presence and function. Stakeholders also expressed views that the program had a negative view amongst some of its user base due to its association with the NSW Government's 'lockout laws'. Here, the link between the Thomas Kelly (and Kelly family) name and high profile early lock-out campaigning was said to influence some reveler perceptions of the program, including views that their Foundation was a core driver in the introduction of laws that are not popular with many younger nightlife patrons.

'I think it's a lack of just anyone knowing that they're there. Full stop. So there's the fact that they're there and the lack of probably awareness. I think around Darling Harbour now the regulars will be starting to get used to it. I think that people also are starting to

identify with it, but I don't think that that's the case with the majority of the people'
(Ranger)

It was asserted by both internal and external stakeholders that the size of the locations the TKSS program seeks to service is a challenge given the staff and volunteer resources currently available to the program, ultimately limiting the impact that the program can have. This is pertinent due to the proactive nature of the roving teams, with stakeholders stipulating that either an expansion of the program or a re-evaluation of its geographical reach was necessary. These operational issues were of particular concern to stakeholders working within the TKSS program.

'operationally what could be improved. I think that it should be reconsidered around the footprint of the CBD site, what kind of area they're looking to cover. I think it's too big, in my opinion. Trying to survey range from as far north as The Rocks, to as far south as Central Train Station, and to as far east as Taylor Square, and Oxford Street'
(TKSS Staff)

'I think again that's unique is the ambassadors sort of roving around the city. I guess it's something about not just waiting for people to come to you, but being really proactive and going out looking in the dark alleys where crimes might often happen. Or looking yeah, in the gutter or on a side street where someone might be vomiting or vulnerable. I think that's where a lot of our incidences really actually come from. Like if you stay in the ... I think we've noticed it sometimes in King's Cross or in the city where we haven't had enough teams to rove in every direction.'
(TKSS Staff)

It was similarly perceived by some stakeholders that staffing rates had mitigated the full potential of the TKSS program, citing that more staff and volunteers would benefit the operation of the program.

'more staff. Sometimes you go down there and they are just flat chat. It's like a day care centre, it's insane. They do a really good job, but yeah if they had more staff'
(NSW Police)

Stakeholders, while acknowledging that improvements could be made to amplify the effectiveness of the program, were overall satisfied with the performance of the program and felt that it was meeting its stated objectives.

Planned refinements

Further interviews are planned with NSW Health (accident and emergency and NSW Ambulance staff) and TKSS 'clients'.³

AIM 3: QUANTIFY THE BENEFITS

Data source

Take Kare Safe Space internal intervention data for the period December 2014–December 2017.

³ Interviews with NSW Police and NSW Health have been slowed due to mandatory external ethics processes. NSW Police recently approved the application to complete interviews, and the target sample (n-5) will be completed by 9/2/2018. The NSW Health application has 'in principle' support, but is still pending official approval.

Method: Take Kare Safe Space interventions

TK Ambassadors classify interventions into four categories: minimise the risk of assault; minimise the risk of sexual assault; minimise the risk of theft; and, minimise the risk of injury. Intervention data were analysed using descriptive methods, such as tables and graphs, in Microsoft Excel. The value of each intervention, or incident averted is calculated using a range of data sources and combined with the number of incidents to estimate the potential benefit.

Minimise the risk of assault

Take Kare Ambassador (TKA) team leaders rate the extent to which they minimise the risk of violent assault using the following predetermined categories:

- Minor: An incident involving a low degree of aggressive language and/or behaviour which, in the opinion of the TKA Team Leader, was not likely to have escalated to a violent assault if no intervention was made. The intervention of TK Ambassadors de-escalates the conflict to the extent that it does not seem likely to re-escalate or has resulted in the intervention of police and/or security.
- Serious: An incident involving a high degree of aggressive language and/or intimidatory behaviour which, in the opinion of the TKA Team Leader, was likely to have escalated to a violent assault if no intervention was made. The intervention of TK Ambassadors de-escalates the conflict to the extent that it does not seem likely to re-escalate or has resulted in the intervention of police and/or security.
- Assault occurred: A conflict incident was already, or became, assaultive. The intervention of TK Ambassadors de-escalates the conflict to the extent that it does not seem likely to re-escalate or has resulted in the intervention of police and/or security.
- Domestic violence (DV): The conflict scenario involves domestic violence or intimate partner violence. To be ticked in addition to one of the other sub-fields. De-escalation of conflict refers to a situation (either a conflict involving 2 or more people or an aggressive and volatile individual) when the actions of the TK Ambassadors de-escalate an aggressive incident OR has resulted in the intervention of police/ security.

Minimise the risk of sexual assault

TKA team leaders rate the extent to which they minimise the risk of sexual assault using the following predetermined categories:

- Minor: An incident where a person/s is receiving a low degree of sexual harassment which they seem unable to avoid or negate, usually from someone or a group of people they do not know. In the opinion of the TKA Team Leader, the likelihood of the incident escalating to the extent that sexual assault, indecent assault, act of indecency or other sexual offences would be committed if no intervention was made seems unlikely. The intervention of TK Ambassadors eliminates the risk by persuading the potential offender to cease their unwanted attention and leave the scene. The vulnerable person/s may then be escorted by TK Ambassadors to reconnect with friends, connect to transport or move to a safe area.
- Serious: An incident where a person/s is receiving a high degree of sexual harassment which they seem unable to avoid or negate, usually from someone or a group of people they do not know. In the opinion of the TKA Team Leader, the likelihood of the incident escalating to the extent that sexual assault, indecent assault, act of indecency or other sexual offences would be committed if no intervention was made seems likely. The intervention of TK Ambassadors eliminates the risk by persuading the potential offender to cease their unwanted attention and leave the scene. The vulnerable person/s may then be escorted by TK Ambassadors to reconnect with friends, connect to transport or move to a safe area. The intervention may also involve referral to police for more serious intervention.

- At risk: An incident where a person is in a situation that in, the opinion of the TKA Team Leader, renders them highly susceptible to becoming a victim of sexual assault, indecent assault, act of indecency or other sexual offences. The intervention of TK Ambassadors eliminates any potential harm by ensuring the person reconnects with friends, connects to transport or moves to a safe area

Minimise risk of theft

TKA team leaders rate the extent to which they minimise the risk of theft using the following predetermined categories:

- Passed out – no valuables visible: A person, without company, who has ‘passed out’ (unintentionally asleep as a result of high intoxication or drug use) and does not have any valuables (generally phone, wallet or purse) visible or accessible. They are woken by TK Ambassadors and assisted to reconnect with friends, connect to transport or move to a safe area.
- Passed out – valuables visible: A person, without company, who has ‘passed out’ (unintentionally asleep as a result of high intoxication or drug use) and does have valuables (generally phone, wallet or purse) visible or accessible. They are woken by TK Ambassadors and assisted to reconnect with friends, connect to transport or move to a safe area.
- Valuables found and returned or handed to police: TK Ambassadors find unaccompanied valuables (generally phone, wallet or purse) and return them to their owner or, if unable to do so, hand them into police.

Minimise the risk of injury

TKA team leaders rate the extent to which they minimise the risk of injury using one of the following two categories.

- Road-related risk: An incident where, in the opinion of the TKA Team Leader, a person was likely to become injured as a result of a road-related risk. Generally, this would involve a highly intoxicated or drug affected person walking into the path of oncoming traffic. The intervention of TK Ambassadors eliminates the risk by moving the person away from the road and assisting them to reconnect with friends, connect to transport or move to a safe area.
- Other risk: An incident where, in the opinion of the TKA Team Leader, a person was likely to become injured as a result of a non-road related risk. For example, this may involve a highly intoxicated or drug affected person attempting to climb a high statue, or jump off a bridge. The intervention of TK Ambassadors eliminates the risk by moving the person away from the potentially harmful situation and assisting them to reconnect with friends, connect to transport or move to a safe area.

Method: costing averted incidents

In order to quantify the value of averted injury, theft and assault, it is necessary to quantify the cost per incident. Several attempts have been made to cost alcohol related incidents. The City of Sydney used estimates from the Australian Institute of Criminology in formulating their costings.^{1,4} The NSW Treasury evaluation used a range of data sources and adopted a method used by Byrnes et al (2012) in costing assault.^{5,6} Byrnes used a four-stage probability analysis to estimate alcohol-related costs regarding the criminal act, police involvement, prosecution in criminal courts and incarceration.⁵ Byrnes et al (2012) present costs in two categories: crimes either reported or not reported to the police.⁵ Crimes reported to the police are more expensive given the higher probability of subsequent engagement with the criminal (in resultant formal criminal justice processes or responses). For alcohol-related injuries, the NSW Treasury

evaluation based their cost estimate according to the use of ambulance, emergency department and hospital resources.⁶ For the current analysis, we have relied on the cost estimates derived by Byrne et al (2012) for assault and sexual assault (reported crime), NSW Treasury estimates for the cost of road traffic injury (severe injuries), and AIC estimates for theft that occurs in leisure settings.⁷ All estimates have been inflated to 2017 dollars using consumer price index information from the Australian Bureau of Statistics.⁸ Cost per assault is estimated at \$18,451; cost per sexual assault at \$29,718; cost per theft at \$584; and cost per road traffic injury at \$5,644.

A sensitivity analysis is conducted to explore the variation in results to using a lower cost estimate. For assault and sexual assault we use the lower estimate reported by Bryne et al (2012) for unreported crime; for the cost of road traffic injury we use the estimated ambulance, emergency department and hospital resources for a less severe / less urgent medical cases. As above, All estimates are inflated to 2017 dollars. Cost per unreported assault is estimated at \$555 cost per unreported sexual assault at \$7,736; cost per theft at \$584; and cost per less severe road traffic injury at \$3,823.

Method: valuing averted incidents

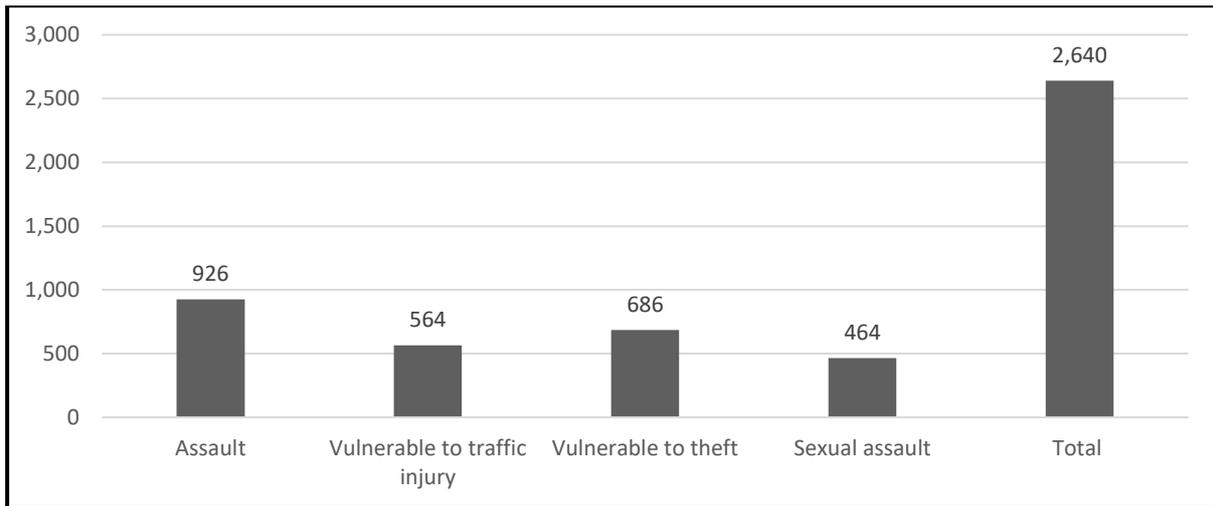
Whilst it is uncertain whether an assault, theft or injury would have occurred if the intervention did not happen, the TKSS teams used their judgement based on their understanding and exposure to the city at night. As a conservative estimate of the benefits (or costs avoided) associated with the interventions, only the major incidents averted are costed in estimating the potential costs averted, i.e., major risk for assault and sexual assault. For theft, only the category “passed out – valuables visible” has been costed. For risk of injury, only road related traffic injuries have been costed. A further assumption is made that only 15% of these injuries would be classified as major, consistent with the weighted average of major assaults and sexual assaults averted.

A second sensitivity analysis is conducted to explore the variation to estimates of the total cost averted by assuming only 1 in 10 (i.e., 10%) of all interventions results in a major incident being averted. As highlighted in the proceeding results section, this is a considerable variation to the estimated number of actual major incidents averted.

Main findings: interventions

As noted previously, the TKSS program commenced operations at various times - Town Hall in December 2014, Kings Cross in July 2015 and Darling Harbour in February 2017. Over the period of interest (December 2014–December 2017) and across all sites, TK Ambassadors identified 2,640 incidents where an intervention was categorised into either: minimise the risk of assault (n=926); minimise the risk of sexual assault (n=464); minimise the risk of theft (n=686); and minimise the risk of road traffic injury (n=564) (Figure 9).

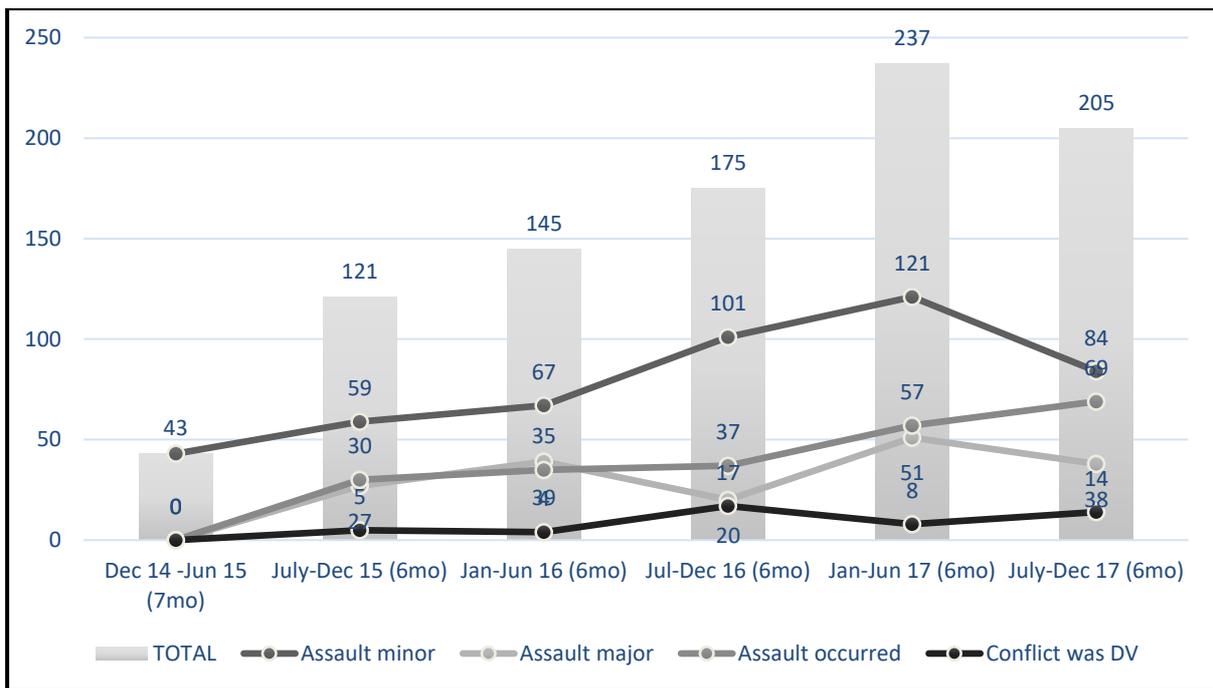
Figure 9: TKSS interventions over the period December 2014-December 2017



Interventions that minimised the risk of assault

Figure 10 provides an overview of interventions that minimised the risk of assault (n=926). The largest number of TKSS interventions take place for minor assault (n=475), followed by assault occurred (n=228), major assault (n=175) and domestic/intimate partner violence related (N=48).

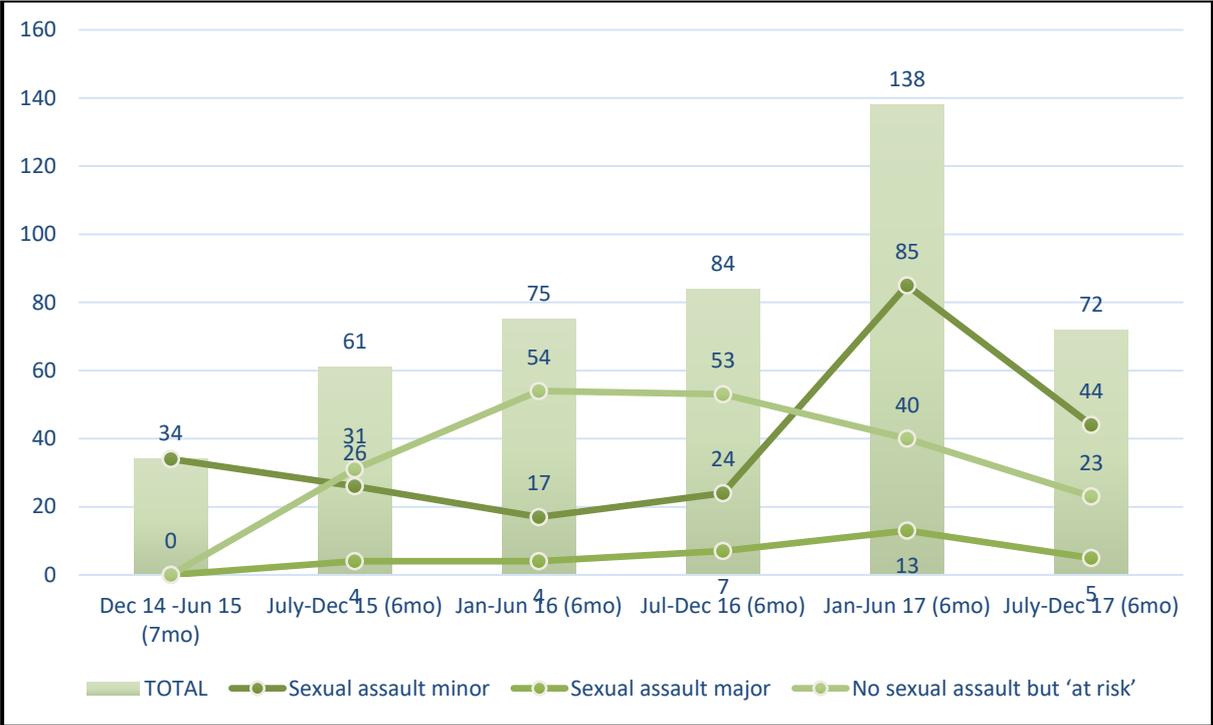
Figure 10: Interventions that minimise risk of assault



Interventions that minimised the risk of sexual assault

Figure 11 provides an overview of interventions that minimised the risk of sexual assault (n=464). The largest number of TKSS interventions take place for minor risk (n=230), followed by no assault occurred but at risk (n=201) and major risk (n=33).

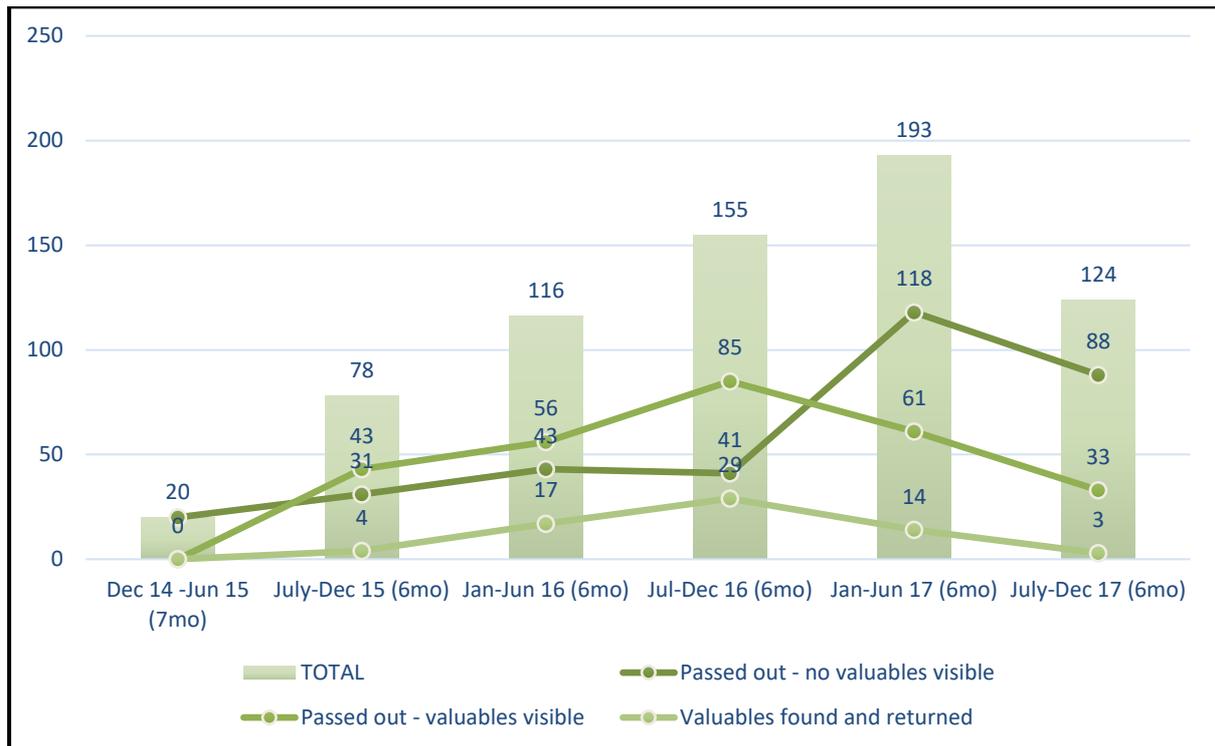
Figure 11: Interventions that minimised risk of sexual assault



Interventions that minimised the risk of theft

Figure 12 provides an overview of interventions that minimised the risk of theft (n=686). The largest number of TKSS interventions take place for a person passed out with no valuables visible (n=341), a person passed out with valuables visible (n=278) and valuables found and returned (n=67).

Figure 12: Interventions that minimised risk of theft



Interventions that minimised the risk of road traffic injury

Figure 13 provides an overview of interventions that minimised the risk of road traffic injuries (n=564). Although the risk of injury can be classified as either traffic related or other injuries, only road related are provided due to potential overlap with the interventions related to assault. It is important to note that this period co-incided with a range of capital works associated with light rail and Metro construction that impacted on road conditions, volume of traffic and pedestrian access.

Figure 13: Interventions that minimised risk of road traffic injury



Main findings: value of major incidents averted

Table 1 provides an overview of the value of major incidents averted by TK Ambassadors over the period December 2014–December 2017. From a total of 2,640 interventions that minimized the risk of injury and theft, 571 major incidents were averted at a potential saving of \$4.85 million.

Table 1: Value of major incidents averted, Dec 2014–Dec 2017

Category	Total interventions	Major incidents averted	Proportion incidents classified as major	Cost per incident	Costs averted
Minimised the risk of assault	926	175	19%	\$18,451	\$3,228,959
Minimised the risk of sexual assault	464	33	7%	\$29,718	\$980,699
Minimised the risk of theft	686	278	41%	\$584	\$162,358
Minimised the risk of road traffic accidents	564	85	15%	\$5,644	\$477,495
Total	2,640	571	22%		\$4,849,512

Main findings (SA1): value of major incidents averted using lower cost estimate

Sensitivity analysis 1 adopts a lower cost per incident estimate than baseline. Table 2 provides an overview of the value of major incidents averted by TK Ambassadors over the period December 2014–December 2017 using the low cost estimate. From a total of 2,640 interventions that minimized the risk of injury and theft, 571 major incidents were averted at a potential saving of \$1.64 million.

Table 2: Value of major incidents averted using lower cost estimate, Dec 2014–Dec 2017

Category	Total interventions	Major incidents averted	Proportion incidents classified as major	Cost per incident	Costs averted
Minimised the risk of assault	926	175	19%	\$5,155	\$902,043
Minimised the risk of sexual assault	464	33	7%	\$7,736	\$255,277
Minimised the risk of theft	686	278	41%	\$584	\$162,358
Minimised the risk of road traffic accidents	564	85	15%	\$3,823	\$323,430
Total	2,640	571	22%		\$1,643,108

Main findings (SA2): value of major incidents averted assuming 10% incidents major

Sensitivity analysis 2 is conducted to explore the variation in results by assuming only 1 in 10 (i.e., 10%) of all interventions results in a major incident being averted. Table 3 provides an overview of the value of major incidents averted by TK Ambassadors over the period December 2014–December 2017 using the 10% assumption. From a total of 2,640 interventions that minimized the risk of injury and theft, 264 major incidents were averted at a potential saving of \$3.45 million.

Table 3: Value of major incidents averted using the 10% assumption, Dec 2014–Dec 2017

Category	Total interventions	Major incidents averted	Proportion incidents classified as major	Cost per incident	Costs averted
Minimised the risk of assault	926	93	10%	\$18,451	\$1,708,581
Minimised the risk of sexual assault	464	46	10%	\$29,718	\$1,378,922
Minimised the risk of theft	686	69	10%	\$584	\$40,064
Minimised the risk of road traffic accidents	564	56	10%	\$5,644	\$318,330
Total	2,640	264	10%		\$3,445,897

Planned refinement

Only the data collected by TK Ambassadors (and recorded on incident sheets) have been used in this analysis. Subsequent analyses will utilise routinely collected data (i.e., crime, ambulance, hospital data) to validate these reductions. A more sophisticated analysis will also be undertaken using an interrupted times series approach to quantify the program benefit on data aggregated quarterly across the study period. Specifically, it will fit a separate model for each location and include variables for time, pre/post status and a pre-post interaction to assess the extent to which the intercept and/or slope vary after implementation of the intervention. The models will adjust for seasonality and autocorrelation using appropriate time series methods. Extensive uncertainty and sensitivity analyses will also be undertaken to test the robustness of results to changes in assumptions.

AIM 4: COMMUNITY VALUE OF THE PROGRAM

Data source

Internal TKSS data reported by the TK Ambassadors provide information on interventions related to averted traffic related injury. ‘Vulnerable to injury’ refers to a situation where someone is at significant risk of sustaining a road-related injury, usually as a result of their high level of intoxication, and the actions of TK Ambassadors eliminate or significantly reduce this risk.

Method

The primary method used in this interim report to estimate community value of the program is the willingness to pay (WTP) method used in the New South Wales Treasury evaluation of the Sydney CBD Entertainment Precinct Plan of Management.⁶ A WTP approach can be used to calculate the social cost of death or injury and does this by establishing how much society is willing to pay to reduce the risk (or avoid) fatality or serious injury. This method is preferred to other traditional approaches, such as a human capital approach, as it provides a more representative value of costs to individuals as it takes into consideration other general wellbeing factors, not just earnings and productivity.

WTP estimates are based on the value of a statistical life year. This is the value that society is willing to pay to reduce the risk of premature death by one year based on research reported by

the Office of Best Practice Regulation.⁴⁹ The value of a statistical life year saved is estimated as \$191,438 (in 2017 dollars) and represents the value that society places on preventing one premature death by one year. While the Treasury analysis applied the value of a statistical life year to the reduction in number of severe and critical injuries avoided (due to the lockout laws), this analysis takes a more conservative approach by attaching the value to potential deaths due to severe and critical road traffic injuries. Data from the NSW Government Centre for road safety show that, in 2015 (latest year available), there were 1,114 hospital admissions for pedestrian related road traffic accidents in NSW.¹⁰ The three year rolling average of pedestrian related road traffic fatalities in NSW is estimated at 57 per annum.¹¹ For every one serious pedestrian related injury there were 0.051 deaths ($57 / 1,114 = 5.1\%$). WTP estimates are derived using the ratio of fatality to injury (5.1%) combined with the value of a statistical life (\$191,438) multiplied by the number of major road traffic accidents avoided.

Main findings

As per table 1, over the period December 2014 – December 2017, an estimated 85 major road traffic injuries were avoided. This has potentially saved 4.33 lives ($5.1\% \times 85$) equivalent to a potential social benefit of \$828,601 ($4.33 \times \$191,438$ per year). Taking a more conservative estimate of major road traffic injuries avoided from table 3 ($n=56$), a lower benefit of social benefit is estimated at \$548,546.

Planned refinement

The research team are still exploring the most appropriate methodology to quantify the community value of the program. As noted in the evaluation framework (Appendix A), benefit will be valued using some sort of contingent valuation method – either WTP or discrete choice experiments. Both approaches are feasible with the latter being more expensive and time consuming. The key decision will likely come down to resourcing constraints and appropriateness of method to elicit reliable community values.

AIM 5: DETERMINE COST OF PROGRAM DELIVERY

Data source

At the time of writing this interim report, the most detailed information reported on the cost of program delivery is contained in the pilot evaluation. Aggregate level costings have been provided for 2016-17 and is reported in the next section under cost-benefit analysis.

Method

A pilot of the TKSS program occurred in the city's CBD from 5th December 2014 - 21st February 2015. Resources used in the pilot evaluation were collected by TKSS staff. Key costing categories included: staff expenses, training expenses, uniforms, communications, consumables, building costs, administration, and in-kind contributions (volunteer time and City of Sydney contributions).

⁴ The human capital approach calculates present and future production costs. The value of a productive year is equivalent to average annual earnings.

Main findings

Table 4 provides an overview of the resources expended in the 12-week pilot program. The total cost of the 12-week program was estimated at \$115,061, extrapolated to \$460,244 for 12 months (including volunteer time valued at \$47,246). In-kind contributions of time from volunteers was the leading resource associated with the pilot. The training of staff and volunteers was the next most expensive cost. Staffing of the TKSS comprised at least 4 people each night made up of volunteers and Salvation Army staff. Two teams of staff and volunteers performed outreach activities as TK Ambassadors in the George Street entertainment precincts from Haymarket to Martin Place. The outreach teams were normally made up of qualified team leaders and up to 3 trained volunteers. Over 130 trained Salvation Army volunteers have given their time on Friday and Saturday nights throughout the pilot.

Table 4: Resources expended in the 12-week pilot program

Resource use	Actual
<i>Staff</i>	
2 Part-time Team Leaders and program manager	\$39,138
<i>Training</i>	
Professional development: Incl. staff training, supervision, resources	\$1,154
<i>Uniforms</i>	
Jackets and T shirts	\$1,459
<i>Communications</i>	
Computer, phone, radio costs	\$650
<i>Consumables</i>	
Incl. first-aid supplies, vehicle costs, water, thongs, etc.	\$4,020
<i>Building Cost</i>	
Incl. rent, utilities & insurance	\$3,128
Generator hire	\$99
Safe Space equipment	\$2,817
Signage	\$855
<i>Sub-total</i>	\$6,899
<i>Administration</i>	
Incl. postage, stationary, accounting, HR & management	\$5,000
<i>In-Kind contribution</i>	
Volunteer hours	\$47,246
Parking	\$2,268
Radios	\$1,440
Storage	\$2,475
Deck chairs	\$2,280
Power	\$1,032
<i>Sub-total</i>	\$56,741
Total	\$115,061

Planned refinement

The research team are still investigating access to detailed budgets, by site, for 2015/16 and 2016/17. This information is apparently recorded, but has not been provided. It is anticipated that these data, for each site, will be available for the formal evaluation.

AIM 6: UNDERTAKE BENEFIT-COST ANALYSIS

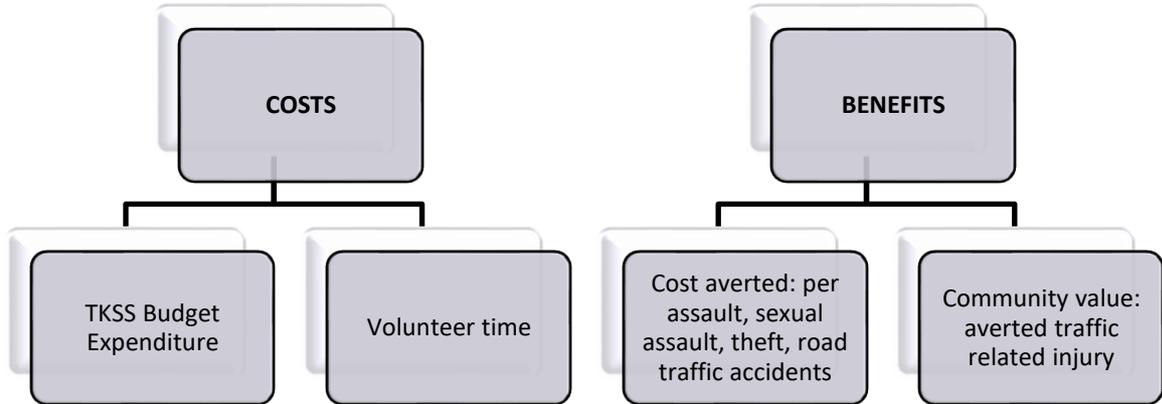
Data source

Given the lack of available costing data for previous years, the benefit-cost analysis is restricted to an examination of costs and benefits for the financial year 2016/17 (i.e., July 2016 – June 2017). Aggregate level cost data has been provided by the Thomas Kelly Youth Foundation. Information on total volunteer hours is documented in the TKSS quarterly reports. Information on interventions and incidents of harm avoided are available from TKSS internal data.

Method

The methodology for conducting the cost-benefit analysis relies on that described earlier for quantifying the benefits of the program and valuing community benefit and follows the NSW Government guidelines for conducting cost-benefit analysis. On the cost side of the equation (figure 14), information on expenditure for the year 2016/17 is combined with data on volunteer time provided by St Johns Ambulance. The value of one hour of volunteer time (\$33.69) is calculated using Australian Bureau of Statistics data on average weekly earnings (\$1,179) and adjusting for a 35 hour working week.¹² The value of benefits, including major incidents averted by TK Ambassadors, is derived using estimates of incidents averted together with cost estimates for each incident. Added to these benefits are willingness to pay estimates of the social (community) value attached to averted major road traffic injuries. The outcome of the benefit-cost analysis is reported as a net social benefit (benefits – costs); and as a benefit-cost ratio (benefits / costs). Two sensitivity analyses are undertaken to explore the variation in results using: a lower cost per incident estimate (i.e., using cost of unreported crime rather than cost per reported crime); and, assuming only 1 in 10 (i.e., 10%) of all interventions results in a major incident being averted per assault, sexual assault, theft, road traffic accidents.

Figure 14: Overview of benefit-cost analysis



Main findings: cost of Take Kare Safe Space program

The cost of delivering the TKSS program in 2016-17 is estimated at \$470,687 with actual wages costs accounting for \$287,390. A total of 5,718 hours of volunteer time was devoted to the TKSS program in 2016-17, equivalent to 8.2 volunteers per night of operation. The value of

volunteer time is estimated at \$172,201 (5,112 hours x \$33.69). The total cost of delivering the TKSS program for 2016/17 is estimated at \$642,888 (\$470,687 + \$172,201).

Main findings: value of major incidents averted

Table 5 provides an overview of the value of major incidents averted by TK Ambassadors for the period 2016-17. From a total of 1,240 interventions that minimized the risk of injury and theft, 276 were classified as major incidents and resulted in potential savings of \$2,21 million.

Table 5: Value of major incidents averted, 2016-17

Category	Total interventions	Major incidents averted	Proportion incidents classified as major	Cost per incident	Costs averted
Minimised the risk of assault	412	71	17%	\$18,451	\$1,310,035
Minimised the risk of sexual assault	222	20	9%	\$29,718	\$594,363
Minimised the risk of theft	348	146	42%	\$584	\$85,267
Minimised the risk of road traffic accidents	258	39	15%	\$5,644	\$218,429
Total	1,240	276	22%		\$2,208,094

Main findings (SA1): value of major incidents averted using lower cost estimate

Sensitivity analysis 1 uses a lower cost per incident estimate than baseline. Table 6 provides an overview of the value of major incidents averted by TK Ambassadors for the period 2016-17 using the low cost estimate. From a total of 1,240 interventions that minimized the risk of injury and theft, 276 major incidents were averted at a potential saving of \$753,904.

Table 6: Value of major incidents averted using lower cost estimate, 2016-17

Category	Total interventions	Major incidents averted	Proportion incidents classified as major	Cost per incident	Costs averted
Minimised the risk of assault	412	71	17%	\$5,155	\$365,972
Minimised the risk of sexual assault	222	20	9%	\$7,736	\$154,714
Minimised the risk of theft	348	146	42%	\$584	\$85,267
Minimised the risk of road traffic accidents	258	39	15%	\$3,823	\$147,952
Total	1,240	276	22%		\$753,904

Main findings (SA2): value of major incidents averted assuming 10% incidents major

A second sensitivity analysis is conducted to explore the variation to estimates of the total cost averted by assuming only 1 in 10 (i.e., 10%) of all interventions results in a major incident being averted. Table 7 provides an overview of the value of major incidents averted by TK

Ambassadors over the period 2016-17 using the 10% assumption. From a total of 1,240 interventions that minimized the risk of injury and theft, 124 major incidents were averted at a potential saving of \$1.59 million.

Table 7: Value of major incidents averted using 10% assumption, 2016-17

Category	Total interventions	Major incidents averted	Proportion incidents classified as major	Cost per incident	Costs averted
Minimised the risk of assault	412	41	10%	\$18,451	\$760,189
Minimised the risk of sexual assault	222	22	10%	\$29,718	\$659,743
Minimised the risk of theft	348	35	10%	\$584	\$20,324
Minimised the risk of road traffic accidents	258	26	10%	\$5,644	\$145,619
Total	1,240	124	10%		\$1,585,875

Main findings: benefit-cost analysis

Table 8 provides an overview of total estimated costs and benefits of the TKSS program over the financial year 2016-17. Three scenarios are presented: baseline refers to actual data; sensitivity analysis 1 assumes a lower cost per incident averted; and, sensitivity analysis 2 assumes only 1 in 10 incidents averted as major. In all scenarios, the TKSS program represents a net social benefit (i.e., total benefits > total costs) and a positive benefit-cost ratio (i.e., ratio > 1). The baseline benefit-cost ratio is estimated at 4.02, suggesting that a \$1 investment results in \$4.02 in benefits. All scenarios indicate that the TKSS program is a good return on investment.

Table 8: Benefit – costs analysis, 2016-17

	Baseline	Sensitivity analysis 1: low cost estimate	Sensitivity analysis 2: 1 in 10 incidents major
Cost			
Cost of TKSS program	\$470,687	\$470,687	\$470,687
Cost of volunteer time	\$172,201	\$172,201	\$172,201
Total cost	\$642,888	\$642,888	\$642,888
Benefits			
Cost averted	\$2,208,094	\$753,904	\$1,585,875
Community value	\$379,077	\$379,077	\$252,718
Total benefit	\$2,587,171	\$1,132,982	\$1,838,594
Net social benefit	\$1,944,283	\$490,093	\$1,195,705
Benefit-cost ratio	4.02	1.76	2.86

Planned refinement

The formal evaluation will provide a comprehensive assessment of the full spectrum of costs and benefits over the duration of the TKSS program. Detailed cost data will be presented for

each site; major incidents averted will be validated using routinely collected crime and health care utilization data; more reliable estimates of community value will be ascertained; and, extensive uncertainty and sensitivity analyses will be undertaken to test the robustness of results to changes in assumptions.

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APPENDIX A: EVALUATION FRAMEWORK

Background

The Take Kare Safe Space (TKSS) program is a core function of the Thomas Kelly Youth Foundation (TKYF) established in response to concerns about the safety of young people at night, specifically to get kids home safely. There are several objectives of the program including: to improve the safety and amenity of the public domain; to provide a harm reduction service where vulnerable young people can access support and a safe place; to reduce the risk of crime, specifically to prevent intoxicated young people from becoming the victims or perpetrators of crime; to collaborate with key stakeholders to establish a governance model that can enhance the night time environment; and, to support organisations that operate in the City at night (e.g. venue security staff, NSW Police and Ambulance). In addition to these objectives' the Take Kare Ambassadors play a key role in enhancing the experiences of domestic and international visitors by creating a friendly environment and providing assistance such as directions and local information.

The TKSS program is serviced by the St John Ambulance with the support of the City of Sydney, Macquarie Group Foundation, Crown Resorts Foundation, NSW State Government and the Thomas Kelly Youth. The trial project was launched on 5th December 2014 has been expanded to continue for 3 years until 30th June 2018. TKSS operates year round from 10pm to 4am on Friday and Saturday nights in the Sydney City CBD, Kings Cross and is currently operating under trial arrangements in the Darling Harbour area.

Data from the three-month pilot evaluation found that over the period 5th December 2014 till 21st February 2015, over 1800 people were assisted with the program providing safe outcomes for intoxicated and drug affected young people, the majority of whom were in the 18-25 age group. The data collected identified four key categories where young people were most at risk: i) vulnerability to assault, ii) vulnerability to sexual assault, iii) vulnerability to theft, and iv) vulnerability to traffic injury. The TKSS program provided a timely intervention to protect young people from these negative outcomes. Extrapolating findings over a year suggests that TKSS has operating costs close to \$540,000 (\$115,061 actual expenses for 12 weeks x 4.33 (52 weeks / 12 weeks)) and cost-savings of \$4,744,428 (\$1,094,868 estimated savings x 4.33 (52 weeks / 12 weeks)), which represents a potential return on investment of over 9:1. This would mean that for every dollar invested, the TKSS program results in a benefit of \$9.

Although findings from the pilot evaluation concluded that the operating model is viable, with its operations and procedures working effectively, a more rigorous evaluation was suggested to validate the economic benefit. In early 2017, the Department of Justice advised that it would provide funding for a more rigorous evaluation of the TKSS program. This document articulates the proposed evaluation methodology for this rigorous evaluation.

Evaluation method

An overview of the overall framework proposed for the TKSS program evaluation is provided on page 6. Given that the evaluation framework for the TKSS program is guided by the *NSW Government's Program Evaluation Guidelines*, it will comprise a process, outcome and economic evaluation:

- *The process evaluation* will assess the extent to which the TKSS program is accessed by clients, the extent to which it meets the needs of clients and key stakeholders, and the level of satisfaction with the service.

- *The outcome evaluation* will measure a range of direct benefits of the TKSS program including reductions in demand for both acute services (e.g. police incidents, ambulatory care and hospital presentations) and longer-term services (e.g. court appearance costs, health care and rehabilitation costs from assaults and injuries, financial and lifestyle impact on carers of victims and the altered earning capacity of victims and carers).
- *The economic evaluation* will use cost-benefit analysis to assess whether the economic benefits of the TKSS program outweigh its costs. This evaluation requires obtaining three sets of data, each of which would be converted into monetary terms:
 - i. The cost of providing the TKSS program;
 - ii. The direct benefits of the TKSS program; and
 - iii. The value that the community places on having Take Kare Safe Space and Take Kare Ambassadors programs available.

Data sets

The evaluation will obtain three sources of data: i) external data sets; ii) internal program-level data; and iii) interview and survey data.

External data sets

The external data sets to be accessed include: crime statistics by incident type and location (requested from the NSW Bureau of Crime Statistics and Research); accident and emergency admissions (requested from St Vincents Hospital); police call out data, and ambulance call out data (requested from NSW Government and/or St John's Ambulance Service). The interviews with key stakeholders will, in part, be used to identify any other benefits that we could measure using external data sets.

Internal program level data

These data will include information that is recorded by the TKSS Ambassadors (pertaining to client information, risk profile, referrals, services provided). These data will be collected using an app being developed by UTS. Data will also be obtained in relation to TKSS financial and administrative records (to quantify operating costs).

Interview and survey data

These data will include interviews with clients and stakeholders (such as Take Kare Ambassadors, Police, CCTV control room staff, ambulance drivers, City Rangers, SJA Take Kare staff, Emergency Department staff, City of Sydney, Department of Justice, Thomas Kelly Youth Foundation personnel, volunteers) and a community-level survey to examine community attitudes and quantify the perceived value of the program.

Data analysis plan

A mixed method approach will be used, which combines both qualitative and quantitative methods, to answer the key evaluation questions (process, outcomes and economic).

The qualitative analysis will comprise semi-structured interviews and will apply standard thematic analysis techniques to the responses. Interviews will be undertaken with a range of key stakeholders to ensure a wide range of potential program benefits are captured. This qualitative evaluation will also complement and add a deeper level of understanding to the findings of the quantitative component of this project. This form of data 'triangulation' is an important strategy for improving the validity of research findings as well as serving to locate critical themes in research.

The quantitative analysis will comprise a number of elements. First, it will determine the number of people who use a TKSS program in different locations, based on a count of service episodes provided. Second, it will rate the level of satisfaction with services received by embedding a standard satisfaction question (based on a five point Likert scale from very satisfied to very unsatisfied) into the routine data collection process of the TKSS program staff. Third, it will quantify the benefits of the program in terms of its impact on routinely collected data sets, such as police incidents. As noted in the NSW Treasury evaluation, a reliable evaluation technique is required to be able to differentiate the specific impact of the TKSS program from the range of other activities implemented in the Sydney CBD with as much confidence as possible. Given the TKSS program has commenced on different dates in different locations, it is possible to take advantage of this staggered commencement by using a multiple baseline evaluation to quantify the program benefits. This design acknowledges that there are a range of factors that may impact on an outcome, but if a change in the outcome variable (e.g. police incidents) occurs in different locations at different points in time following the commencement of the TKSS program, then it provides good quality evidence that it is the program that is causing the effect, independently of the impact of other factors in each different setting. The data analysis will use an interrupted times series approach to quantify the program benefit on data aggregated quarterly across the study period. Specifically, it will fit a separate model for each location and include variables for time, pre/post status and a pre-post interaction to assess the extent to which the intercept and/or slope vary after implementation of the intervention. The models will adjust for seasonality and autocorrelation using appropriate time series methods.

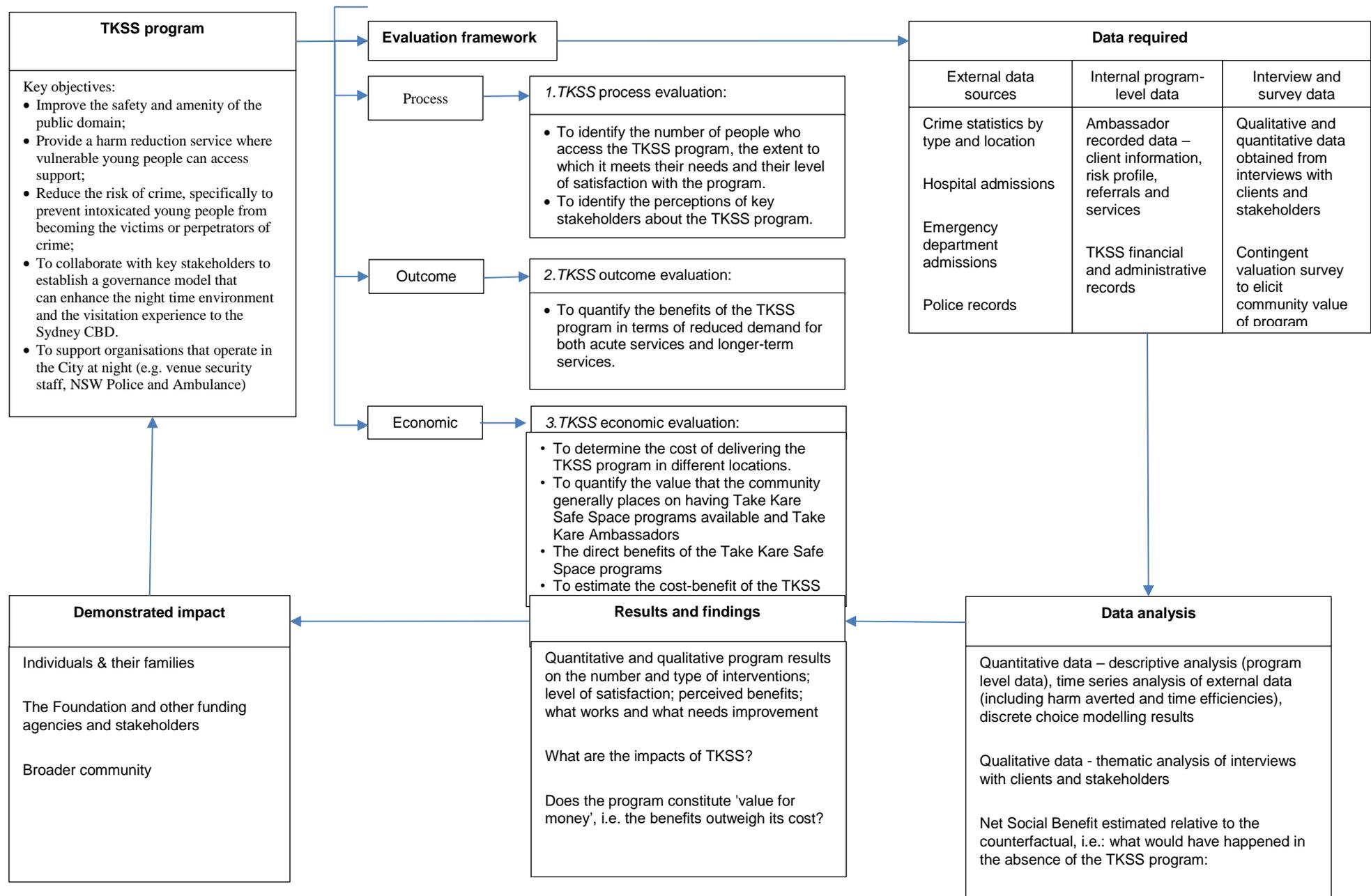
Fourth, in addition to direct benefits, the intangible benefits of the TKSS program will be estimated using a contingent valuation (CV) method, such as discrete choice experiments. CV measures the value that the community places on having safe space programs available. For efficiency, it is most likely that these data would be collected on-line among members of a commercial panel, stratifying by age and gender to obtain societal representation. Fifth, the cost to deliver the TKSS program will be estimated. Finally, the estimates of the tangible (direct) and intangible (indirect) benefits of the TKSS program and the cost to provide it will be combined in a cost-benefit analysis (economic evaluation). Cost-benefit analysis is considered the gold standard in economic evaluation as it provides an estimate of the value of resources used by each program or initiative compared to the value of resources the initiative/program might save or create (i.e. the benefits). It enables the calculation of a cost-benefit ratio to support potential return on investment. Where possible we will also include benefits to program participants and staff in terms of reduced out of pocket expenses and/or improved efficiency.

The results and findings of the qualitative and quantitative analysis will be combined to provide an overview of the process, outcome and economic indicators of the TKSS program. The outcome of the cost-benefit analysis will be reported as a Net Social Benefit, which is the sum of the Benefits - Costs + Savings, estimated relative to the counterfactual (ie.: relative to what would have happened in the absence of the TKSS program). Extensive sensitivity and uncertainty analysis will be conducted to test the validity of the results to variations in key parameters and/or assumptions.

It is anticipated that this evaluation will form the basis of a business case submission for the NSW government to continue to fund TKSS beyond June 2018.

Defining the program

Another component of the evaluation will be to define the TKSS program using an innovative technique that will allow it to be tailored to the resources and needs of different locations or communities, whilst at the same time ensuring a standardized risk and harm minimization model, implementation of the critical success factors, which will help to ensure that the cost-beneficial program can be replicated. Resolving this tension between the need for a standardised program (so communities are confident that they are implementing an evidence-based program) and the need to adjust to different locations (so communities are comfortable that it is targeting their specific concerns) has been a difficult public health problem, but the evaluation team has devised a solution that we will apply to the TKSS program. This will make the program easier to replicate elsewhere, once we have demonstrated its benefits and costs. This will also promote 'buy-in' from key stakeholders in different communities who will have to work together with the Thomas Kelly Youth Foundation in implementing the program to meet their local needs whilst maintaining the critical success factors of the program. The success of the TKSS is a result of many factors: the requirement for strong and capable leadership; cost control management; attracting and maintaining highly motivated volunteers; standards of induction, training and operating procedures, are just a few. Compromising any of the critical success factors can have a negative impact on the program, and consequently the cost benefit outcome.



APPENDIX B: TIMELINE OF ACTIVITIES

Activity	Date
NSW Government Department of Justice support funding of evaluation	March 2017
Evaluation framework developed	April 2017
First evaluation advisory group meeting	May 2017
Official (UNSW) start date	July 2017
Ethics approval (original) granted – proposal + stakeholders	August 2017
Second evaluation advisory group meeting	October 2017
Stakeholder interviews commenced	October 2017
Ethics approval (amendment) granted – permission to access crime data + add new stakeholders	November 2017
Contract agreement signed (funds released)	November 2017
Ethics approval (amendment) granted – permission to access GPS coded crime data in catchment areas	December 2017
Client survey commenced	December 2017
Third evaluation advisory group meeting	February 2018
Interim report to Thomas Kelly Foundation	March 2018
Final report to Thomas Kelly Foundation	March 2019
Official (UNSW) end data	June 2019