

Queensland Youth Partnership Initiative (QYPI) Review

Department of Youth Justice, Employment, Small
Business and Training

31 August 2023



Nous Group acknowledges Aboriginal and Torres Strait Islander peoples as the First Australians and the Traditional Custodians of country throughout Australia. We pay our respect to Elders past, present and emerging, who maintain their culture, country and spiritual connection to the land, sea, and community.

This artwork was developed by Marcus Lee Design to reflect Nous Group's Reconciliation Action Plan and our aspirations for respectful and productive engagement with Aboriginal and Torres Strait Islander peoples and communities.

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1 Executive Summary

The Queensland Youth Partnership Initiative (QYPI) is intended to deliver a multi-agency response to de-escalate risky behaviours and promote positive inclusion of young people congregating in or around shopping centre precincts. Through QYPI, service providers and shopping centre security staff mentioned that young people are receiving less punitive responses in shopping centres. They are receiving fewer shopping centre bans and cautions and experience fewer arrests. Instead, they are provided informal, light-touch support and warm referrals.

There appear to be observable changes in attitude and behaviour towards young people in shopping centres as well through QYPI. This has come about through training and informal mentoring of shopping centre security guards. However, further program improvements are needed to enable better collaboration between stakeholders to achieve outcomes for young people; adapt to place-based needs; and ensure that service providers have the right skills and capabilities to deliver the program.

Each site was scheduled to receive \$60,000 annually from September 2020 to June 2023. The review findings and possible future directions acknowledge and account for the relative amount of funding for this initiative and accordingly, the outcomes that can be achieved.

Review background and context

Nous Group (Nous) has been engaged by the Department of Youth Justice, Employment, Small Business and Training (Youth Justice) to conduct a review of QYPI. The review aims to understand the current QYPI outcomes and suggest improvements to the future direction of the program. Nous was also involved in the evaluation of the Community Youth Response and Diversion (CYRD) investment. Lessons about early intervention youth diversion can be shared across the two programs.

Summary of review findings

The QYPI model varies across locations (as outlined in Table 1), in part responding to service-provider capabilities and locally identified needs and objectives. The review found QYPI's core functions to be:

1. Identify and address early signs of criminogenic risk by providing young people warm referrals to services.
2. Provide an alternative to young people's interaction with the formal youth justice system.
3. Provide diversionary activities for young people.

Table 1 | The QYPI model varies across locations

Chermside	Coomera and Helensvale	North Lakes	Rockhampton
Outreach support on Thursday nights, formerly a drop-in space.	Outreach support on Wednesdays and Thursdays. Support provided to security and retailers to refer young people to the right services.	Diversion activities and food is provided on Thursday nights in a drop-in space.	Transport young people away from the shopping centre.

Compared to the original design intent, QYPI has focused more on building relationships between young people and shopping centre staff rather than co-designing diversionary activities with young people and working with families, police, other non-government organisations and businesses.

Although there are challenges with measurement, it is apparent from stakeholder interviews that QYPI is achieving some important outcomes for the investment. Table 2 provides a summary of these outcomes.

Table 2 | Nous assesses that QYPI is achieving some key outcomes from the original QYPI program logic

Young people	Shopping centres	Community
<ul style="list-style-type: none"> • Young people engage in pro-social behaviour in shopping centres. • Young people receive fewer shopping centre bans and cautions and experience fewer arrests. • Young people and their families are connected to other appropriate services such as health, education, or training. • Young people have trusting relationships where they can feel safe and supported. 	<ul style="list-style-type: none"> • Security staff have improved capability to manage the behaviours of groups of young people 	<ul style="list-style-type: none"> • Visitors have increased positive interaction with young people and feel safer in the shopping centre

Based on consultations with providers and shopping centre security managers, it is apparent that young people are receiving informal support and referrals instead of punitive responses in shopping centres. Two out of three consultations with shopping centre security managers reflected that security teams now had more trauma-informed understanding of young people’s behaviour and ways of responding so as not to further escalate or antagonize behaviour.

In terms of the outcome of increased community safety, there is some evidence from discussions with shopping centre security managers that shopping centres are receiving less complaints and concerns about safety (as measured in the Net Promoter Score) and they have seen decreases in serious incidents involving young people (although this change may also be attributed to seasonal variations and young people moving on to different locations). See Section 5.2.3 for further details.

The review identified several key success factors that appear to enhance QYPI’s effectiveness in different locations:

1. Stakeholders collaborate to achieve outcomes for young people
2. The program adapts to place-based needs
3. Service providers have linkages with the broader service system
4. Program staff have the right skills and capabilities

Summary of possible future directions

The review's recommendations for possible future directions inform funding QYPI and other similar programs, future interactions between QYPI and other Youth Justice programs, collaboration between Youth Justice and the private sector. Section 7 presents these in further detail.

Possible future directions	Rationale
1. Continue to fund QYPI in identified 'hotspot' locations to address and prevent young people's criminogenic behaviours.	Service providers, shopping centres and Youth Justice regional directors all saw the benefit of QYPI and agreed the program should continue to be funded. QYPI plays an important role in addressing community safety. All stakeholders also highlighted the need for clarity on who the target cohort is, the outcomes to be achieved, the communities that will benefit most from each component and the combination of services and supports that are most effective.
2. Implement possible future directions to improve the QYPI delivery model.	The following possible future directions address the stakeholder concerns above.
a. Establish formal partnership agreements.	There were instances where relationships between service providers and partners have deteriorated and there was limited support to improve those relationships. Formal partnerships and regular contacts create a sense of shared accountability between partners and outline formal conflict resolution pathways and escalation points. Youth Justice should ask QYPI partners to develop partnership initiatives as a precondition to receiving funding.
b. Facilitate a Community of Practice between QYPI sites.	Some providers and shopping centres commented that they wanted better collaboration within and between QYPI sites and with Youth Justice. They are interested in knowing what is happening in the early intervention space and how they can contribute in the future. Youth Justice regional directors also benefit from additional transparency around QYPI design, data, and implementation.
c. Streamline reporting mechanisms.	The current SRS reporting mechanism, while aligned to Youth Justice's reporting systems, is not proportionate to the time service providers should make available for monitoring and reporting. As a result the quantitative data collected does not provide a complete picture about of the effort or activities conducted or even the number of young people engaged.
d. Ensure QYPI is flexible to local need and works with local strengths.	Each QYPI location has implemented a different service model based on service provider capability and the unique needs of the operating context. Flexible and agile delivery allows QYPI partners to focus on what is needed to respond to the local context. Such an approach should be continued if QYPI is expended to more locations.
e. Engage service providers that deliver youth services and with strong cultural capability.	QYPI benefits from service providers with appropriate capabilities including, linkages to youth services and where appropriate, Aboriginal, Torres Strait and/or Pacific Islander cultural capabilities.

2 About the review

This review aims to understand current QYPI outcomes and guide future directions. It aims to provide insights on three Key Lines of Enquiry (further details on this and key evaluation questions is provided in Appendix A.1):

1. How well does QYPI meet an evidence-based need and align to other youth justice initiatives?
2. To what extent has QYPI achieved its intended outcome?
3. How can Youth Justice maximise the current investment in QYPI?

The review used a variety of methods to inform findings and recommended possible future directions, including:

- desktop analysis of program documentation and SRS data.
- literature review.
- consultations with service providers, Youth Justice regional directors and shopping centre managers.

Program reporting limitations hindered the usefulness of data to inform this review. Interviews with service providers, shopping centre staff and Youth Justice regional directors provided useful insights for the review. Appendix A.2 provides detailed information about the review methodology and stakeholders consulted.

2.1 A rapid evidence review identified the operating context and social inclusion as key to understanding the role and impact of QYPI

The review of QYPI is informed by an understanding the operating environment and key concepts that underpin effective youth justice early intervention programs. Key concepts are outlined in this section.

2.1.1 Young people need safe and accessible spaces to spend their leisure time.

The review observed that shopping centres have become a place for young people to congregate, often on their way home from school or on the weekend. They are safe, air-conditioned spaces located along transport routes.

The review also understands that community members can feel unsafe when they see young people congregating in large groups, even when they are doing nothing illegal. This fear is often exacerbated by media reporting. According to a snapshot study of Australian news¹, the second most popular news topic where young people are the focus is on crime. This is to say that sometimes young people's behaviour is perceived and described as 'antisocial' when it is in fact normal adolescent behaviour.

¹ T Notley, M Dezuanni and H Zhong, The inclusion and representation of young people in the Australian news media, Western Sydney University and Queensland University of Technology, Sydney 2019.

2.1.2 Justice interventions must balance community safety with appropriate responses to 'normal' adolescent behaviours

Shopping centres understandably want to provide a safe shopping experience for their customers, and they are motivated to do so to keep their retail tenants happy and centre as a hub that consumers want to frequent. However, young people also have a right to enjoy public space, even though these spaces are largely privatised. Youth Justice plays a specific role in brokering interventions that ensure a balance between safety and young people's inclusion in these spaces.

2.1.3 Social inclusion is a protective factor for young people

There is an important role for Youth Justice to play in supporting social inclusion in shopping centres because social inclusion is a protective factor in young people's lives. Evidence shows that young people are less likely to display criminogenic behaviour if there is connection to community with positive social norms².

There are of course times when young people are being antisocial or even malevolent. Research from a range of jurisdictions has demonstrated that offending behaviour in young people peaks during the teenage years before dropping steeply in young adulthood³. Most young people who exhibit offending behaviour display risk factors early, but grow out of the behaviour as they mature out of adolescence and develop their level of self-control and decision making⁴. Evidence also suggests that antisocial behaviour gets worse when risk factors are not being addressed⁵.

2.1.4 Institutional responses to young people's behaviour in public spaces affects their feelings of social inclusion or exclusion

Responses to young people can antagonise and escalate behaviour. As a response, QYPI sits at the heart of the notion of social inclusion of young people.

It plays an important role in informing how shopping centres can best respond to adolescent behaviour, with a view to changing the interaction to one of inclusion. A security response to young people can exacerbate social exclusion.⁶ A Finnish study found that where young people felt security guards exceeded their legal rights and acted unfairly, it negatively affected their relationships with authority figures, including police.⁷

In adjusting community and security responses to young people in public spaces, QYPI plays key role in addressing social inclusion, young people's protective factors and supporting at-risk young people in the community.

² Development Services Group, Protective Factors for Delinquency, US Office of Juvenile Justice and Delinquency Prevention, Washington DC, 2015.

³ Valuing youth diversion: A toolkit for practitioners, Centre for Justice Innovation, London, 2019.

⁴ There is a small number of young people whose antisocial behaviour continues into adulthood and escalates into criminal behaviour and repeat offending.

⁵ C Otto, A Kaman, M Erhart et al, Risk and resource factors of antisocial behaviour in children and adolescents: results of the longitudinal BELLA study, 15, Article 61, Children and Adolescent Psychiatry and Mental Health, 2021.

⁶ R White, Young People, and the policing of community space, 26, Australia & New Zealand Journal of Criminology, Melbourne, 1993.

⁷ E Saarikkomaki, young people's conceptions of trust and confidence in the crime control system: differences between public and private policing, 18, Criminology & Criminal Justice, Helsinki, 2018.

3 Overview of QYPI

The Queensland Youth Partnership Initiative (QYPI) intended to deliver a multi-agency response to de-escalate risky behaviours and promote pro-social conduct of young people congregating in or around shopping centre precincts, reduce offending and promote the positive inclusion of young people in the retail economy and community life.

This section provides an overview of the current QYPI delivery model.

3.1 QYPI aimed to respond to community safety concerns about young people's behaviour in shopping centre hotspots.

The initiative came from Queensland Government's *Working Together Changing the Story: Youth Justice Strategy 2019-2023* second tranche of youth justice reforms in April 2019. QYPI was initially piloted as a school holiday program in December 2019 and continued in July 2020 through partnerships between Westfield North Lakes, local youth organisations and police.

The initiative was rolled out at different 'hotspot' shopping hubs across Queensland where young people were reported to be involved in criminal behaviour such as violent fights and shoplifting. The initiative aimed to bring in a youth-focused service provider to work with a shopping centre partner to create a safer environment for communities.

The initiative was expanded to six locations (Rockhampton, Coomera, Helensvale, Chermside, North Lakes, and Townsville⁸) to deliver outreach support and diversionary activities on Thursday nights and Saturday afternoons over the year, inclusive of school holidays, based on the findings and outcomes of the pilot. \$1,080,000 from 2020-23 was committed to fund local youth organisations to run the program, with \$180,000 allocated to each location. Program staff are responsible for working with shopping centre security to de-escalate potential conflict situations and divert young people to other activities.

3.2 The five current QYPI locations each have a unique operating model to divert young people.

Currently, QYPI operates in five locations – Stocklands Rockhampton (Darumbal); and Westfield Chermside (Kurbingui), North Lakes (YMCA), Coomera and Helensvale (Gold Coast Youth Services). Each location has a different operating model as seen in Table 3. This is because the context and needs of young people differ place to place and service providers must tailor accordingly to meet their needs. Each location also uses different combinations of components as well as different service provider arrangements to maximise their scheduled funding of \$60,000 per year⁹.

Further details on how each location operates is outlined in A.3.

⁸ Townsville is out of scope for this review as the location did not provide the required services for the full funding period.

⁹ According to Youth Justice, \$315,938 was spent on the 4 providers for the 2022-23 financial year.

Table 3 | Current operating model and functions vary at each QYPI location

Current functions and roles	Chermside	Coomera and Helensvale	North Lakes	Rockhampton
Outreach	✓	✓		✓
Connection to youth and welfare services	✓	✓		✓
Diversionary activities (e.g. sport, recreation)			✓	✓
Drop-in space			✓	
Transport support	✓			✓
Provider also runs CYRD	✓	✓		

4 Appropriateness of QYPI

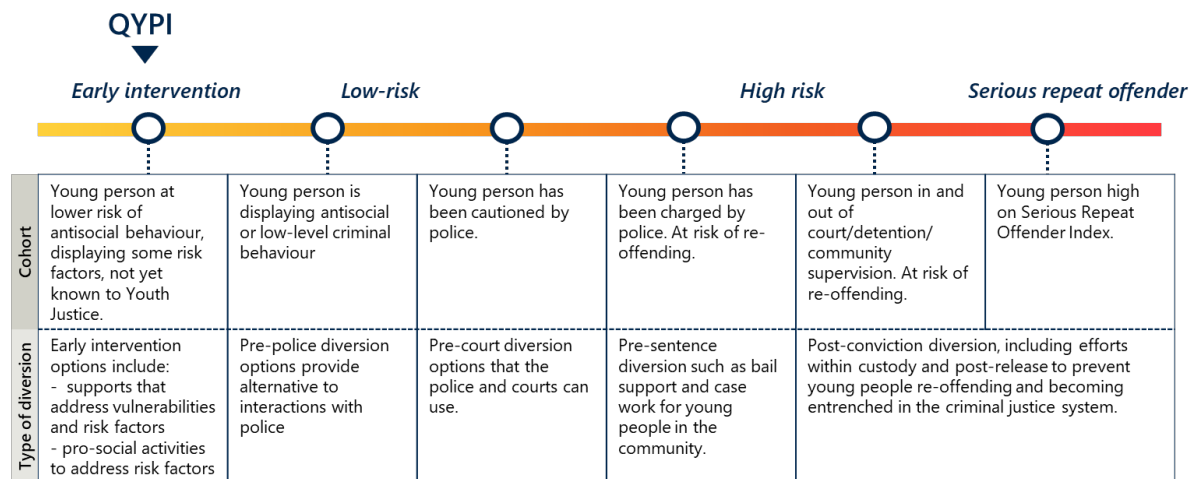
This review has found that QYPI meets an evidence-based need and complements Youth Justice initiatives. The program addresses young people displaying antisocial behaviour and provide appropriate referrals to supports before their behaviour escalates. This section details four key findings that support this conclusion:

- QYPI provides an alternative to young people’s interaction with the formal justice system
- QYPI aims to identify and then address early signs of criminogenic risk through warm referrals to services
- QYPI provides diversionary pro-social activities for young people
- QYPI reinforces other youth diversionary and community initiatives.

4.1 QYPI targets young people displaying criminogenic risk factors before their behaviour escalates to offending.

This program is meeting a need for a target cohort that is important for Youth Justice. A key principle of diversion programs is to define the target population carefully to limit the potential for net widening and to ensure the program serves its intended population.¹⁰ Stakeholders agreed that QYPI is a community early intervention initiative that aims to identify young people displaying antisocial behaviours or risk factors associated with offending and provide appropriate referrals to supports before their behaviours escalate. Figure 1 provides an overview of the cohort that QYPI is designed to target.

Figure 1 | QYPI on the youth justice diversion spectrum



Effective youth diversion approaches are designed to match the risk and needs of the target cohort with the stage of diversion (i.e. pre or post court) and the type and intensity of diversionary activity. Low-risk youth should receive low-intensity options – such as early diversion from charging, remand and formal court processing, low intensity and shorter duration supports and services that are primarily aimed at low-risk youth to avoid mingling with higher risk youth. In this way, diverting youth before they have any

¹⁰ J Farrell, A Betsinger, P Hammond, Best Practices in Youth Diversion, The Institute of Innovation, and Implementation – University of Maryland School of Social Work, Baltimore, 2018.

formal contact with the justice system, for example a charge being laid, reduces their likelihood of offending behaviour.

It is important that the correct cohort is identified, and in keeping with the risk, needs and responsivity principles, the supports are appropriate for low-risk youth to protect against 'net widening'. Net widening is the phenomenon whereby the likelihood of antisocial behaviour and engagement with the youth justice system increases for low-risk youth if they are placed in more formal diversion programs.¹¹

Despite agreement among every service provider and Regional Director on the QYPI target cohort, there is a practical difficulty in addressing only the target cohort. Consultations with all service providers demonstrated that QYPI is likely to encounter young people from across the spectrum. In part this is due to the reality of not necessarily being able to identify where on the youth justice spectrum a young person sits when they are in a public space or referred to a service provider.

4.1.1 QYPI provides an alternative to young people's interaction with the formal justice system.

Partnerships with the service provider provided an opportunity for security guards to enact a therapeutic and welfare system response to young people, rather than police involvement. We heard in consultations with most service providers that the advent of QYPI has meant that security will often reach out to the service provider when a young person is involved in minor issues (e.g. low-level shop lifting) rather than involving the police.

Evidence shows that involvement with the juvenile justice system, holding all other factors constant, is associated with an increased likelihood of offending behaviour.¹² By providing a diversion to police interactions, QYPI can divert young people from involvement with the justice system.

4.1.2 QYPI aims to identify and then address early signs of criminogenic risk through warm referrals to services.

All service providers confirmed that QYPI activities aimed to provide referrals to early intervention support by identifying young people at the earliest point of the youth justice spectrum (see Figure 2). This is achieved by identifying young people displaying antisocial behaviours or risk factors.

Evidence shows that informal, early intervention youth diversion reduce the likelihood of young people at risk being involved in the youth justice system. There is a greater chance of preventing a child's involvement in the justice system and improving their life outcomes by intervening early when risk factors associated with antisocial or criminal behaviour are evident.

4.1.3 QYPI provides diversionary pro-social activities for young people.

Some of the QYPI locations have provided 'productive' **diversionary activities** for young people. Programs that support positive youth development can prevent risky behaviours and improve social and emotional outcomes for youth.¹³ The evidence shows that interventions should focus on bolstering protective factors

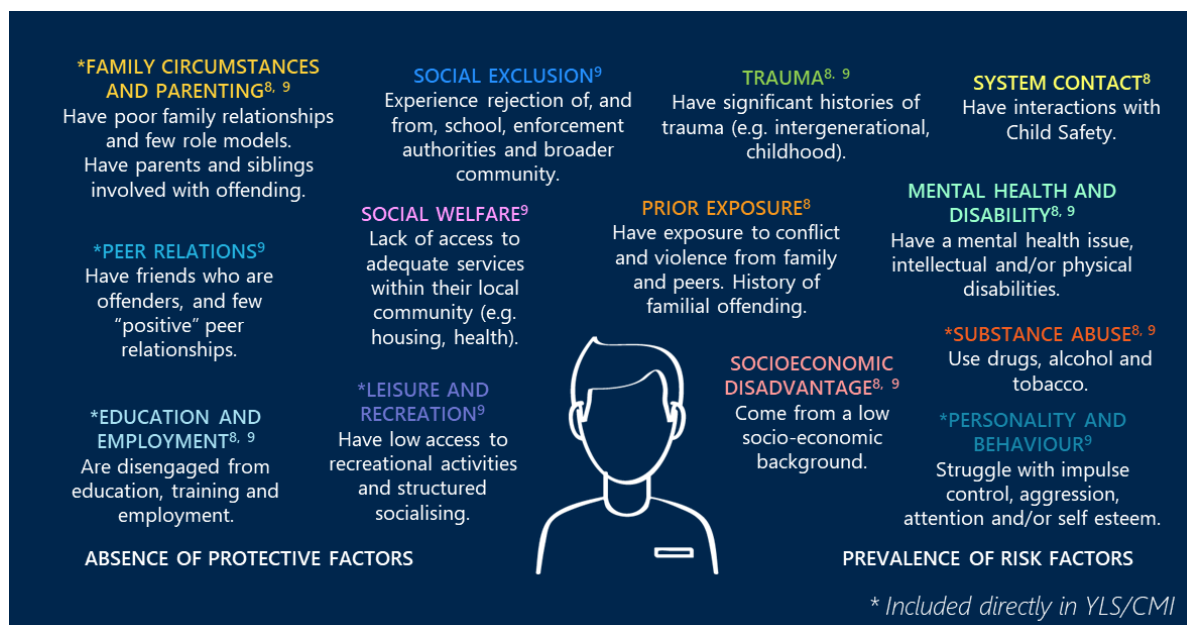
¹¹ Massachusetts Juvenile Justice Policy and Data (JJPAD) Board, Improving Access to Diversion and Community-Based Interventions for Justice-Involved Youth, Boston, 2019.

¹² H Wilson and R Hoge, The Effect of Youth Diversion Programs on Recidivism: A Meta-Analytic Review, Volume 40, Criminal Justice, and Behavior, 2012.

¹³ Massachusetts Juvenile Justice Policy and Data (JJPAD) Board, Improving Access to Diversion and Community-Based Interventions for Justice-Involved Youth, Boston, 2019.

where possible, including opportunities for structured socialising.¹⁴ Evidence shows that boredom can be a risk factor - with little to do, young people will seek out their own, often antisocial, activities.¹⁵

Figure 2 | Risk and protective factors that contribute to antisocial behaviour in young people^{16 17}



4.1.4 QYPI reinforces other youth diversionary and community initiatives

QYPI works directly with young people in their community before they encounter the youth justice system. However, QYPI in and of itself, as a diversionary response and with the allocated funding, is not sufficient to address young people's risk factors. It is complementary to Queensland youth justice initiatives also focussed on diversion - the Community Youth Response and Diversion (CYRD) program and Youth Co-Responder Teams (YCRT). Both initiatives work in the early intervention space, after the young person has offended but before they go to court (see 1).

CYRD is an early intervention and youth diversion youth justice initiative that targets young people aged 10 - 15 years who are generally not involved in statutory youth justice interventions but at high risk of offending or reoffending. The young people on CYRD have a range of needs that are too complex for universal youth services. The intervention includes a mix of services including after-hours outreach/diversion and intensive case management. Two QYPI providers, Gold Coast and Chermside, also run CYRD.

YCRT consists of Youth Justice staff working alongside police to divert at-risk young people after hours. The co-responders provide intervention and support to young offenders subject to youth justice intervention, or those at risk of entering the youth justice system, with the aim of preventing criminal charges and offending where possible.

¹⁴ E Vaughan, E Dennehy, C Kelly and S Gabhainn, Understanding and Addressing Anti-Social Behaviour - A Rapid Evidence Review, Ireland Department of Justice, Galway, 2022.

¹⁵ L Morris, J Sallybanks, K Willis and T Makkai, Sport, Physical Activity and Antisocial Behaviour in Youth, 249, Australian Institute of Criminology, Canberra, 2003.

¹⁶ G Clancey, S Wang and B Lin, Youth justice in Australia: Themes from recent inquiries, Australian Institute of Criminology, Canberra, 2020.

¹⁷ E Vaughan, E Dennehy, C Kelly and S Gabhainn, Understanding and Addressing Anti-Social Behaviour - A Rapid Evidence Review, Ireland Department of Justice, Galway, 2022.

These two programs occur at a later point of the spectrum to QYPI because they involve Youth Justice and police – meaning young people have already made contact with the formal justice system.

The QYPI program reinforces and complements Youth Justice’s other diversionary programs – it fills a gap in the early intervention space, targeting young people before they enter the system. It gives the providers running multiple Youth Justice services another touchpoint to interact with the young people and supports the idea of non-police intervention for young people displaying criminogenic risk factors.

5 Assessment against intended outcomes

In this section we examine the intended and unintended outcomes QYPI has achieved for young people, shopping centres and the broader community, in line with the initial program logic.

The intended outcomes include:

- QYPI is resulting in less punitive responses to young people in shopping centres
- Security staff are better equipped to manage groups of young people
- QYPI has resulted in some improvements to community feelings of safety.

The unintended outcomes include:

- QYPI activities can draw young people into the shopping centre
- The lack of case management support may limit the effectiveness of QYPI.

5.1 QYPI has delivered a range of activities in line with the initial program logic

According to the initial program logic of QYPI, the program intended to deliver a variety of activities including co-design activities with young people; working with families, police, non-government organisations and businesses; deliver training to young people, program, and shopping centre staff; deliver pro-social activities; share information about support services; and refer young people to relevant support services.

The review found that the outcomes that were realistically achieved within the available funding was building trusting relationships between young people and shopping centre staff and increasing awareness of support services within each location. This is mostly done through provision of diversionary activities and warm referrals for young people and informal/formal training for shopping centre staff. The original and current QYPI program logic is provided in Appendix A.4 and A.5 respectively. Table 4 provides further details on how each site has evolved.

Data shows that QYPI has been delivered in line with its program logic. Nous analysed QYPI activity using the SRS dataset provided by service providers but found it to have a number of limitations. There are discrepancies between how locations and practitioners record their interactions that impact the reliability and validity of the data. The SRS dataset recorded a total of 390 contacts across all locations in 2020-2023.

The review team understands that this is likely an under-representation of activity, as a number of service providers commented that activity was not always properly recorded. Some reports were probably incomplete – for example North Lakes is reported to have 30 instances of support/case notes over 2020-2023.

SRS data shows the top three services provided were:

- engagement/welfare check
- practical support (including transport and meals)
- stakeholder engagement.

There were 809 instances of support. Rockhampton had the highest recorded instances of support (526 instances) whereas the lowest was North Lakes (30 instances).

All locations have a presence of culturally appropriate support, with two locations run by First Nations or Pacific Islander organisations.

Activity providers noted difficulty quantifying interactions with young people in the required reporting format. For example, the instances of support at North Lakes may be underestimated as they provide diversionary activities to groups of young people every Thursday. It is also difficult to draw conclusions about the cultural background of young people engaged in QYPI due to the sample size and these data collection irregularities.

5.2 QYPI has achieved outcomes for young people, shopping centres and the broader community

The original QYPI program logic (Appendix A.4) includes intended inputs, activities, outputs and short- and long-term outcomes for three main groups: young people, shopping centres and the community. The effectiveness of the program depends on the outcomes they deliver for these groups. Even though QYPI is delivered differently at each location (due to location-specific needs and resources), the review found that some activities have delivered intended outcomes.

5.2.1 QYPI is resulting in less punitive responses to young people in shopping centres

QYPI is an initiative that aims to identify and assist young people displaying criminogenic risk factors and address these risk factors by providing appropriate supports before behaviour escalates into offending. Two out of three shopping centre security managers interviewed for this review acknowledge that some of these young people may have an unstable home life. A typical police and security response to treat the symptom (antisocial behaviours) rather than the cause – which may be better addressed through a therapeutic or welfare response.

One shopping centre security staff member interviewed put it this way: “They have a rough home life; they feel safe here to test boundaries and have a little bit of control.”

Based on consultations with three out of four service providers and every security manager, it is apparent that young people are receiving less punitive responses in shopping centres. Shopping centre security managers referred to internal data showing¹⁸ that young people are receiving fewer shopping centre bans, reports and ban notices than prior to QYPI implementation. In part this has resulted from a changed approach by Westfield on its response to young people – they have implemented a policy on providing leniency where appropriate first.

¹⁸ Data was requested during consultations, but they were unable to share due to privacy reasons.
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Table 4 | How each QYPI location has evolved to meet changing needs

Current functions and roles	Chermside	Coomera and Helensvale	North Lakes	Rockhampton
Activities				
Outreach	✓	✓		✓
Connection to youth and welfare services	✓	✓		✓
Diversionsary activities (e.g. sport, recreation)			✓	✓
Drop-in space			✓	
Transport support	✓			✓
Provider also runs CYRD	✓	✓		
How QYPI has evolved to meet changing needs				
Meeting demand	Kurbingui originally operated out of a space on-site, but the shopping centre needs changed, and the space became unavailable. Now they interact directly with young people through mobile outreach.	There seems to be adequate number of activities on the Gold Coast. Hence, GCYS focus referrals and upskilling security staff and retailers so that they understand how to deal with young people.	Different diversionsary activities, from sport to art, is provided based what young people want to do at the time. However, this means that there is limited capacity for referrals.	The focus has become transport home for young people coming to Stocklands Rockhampton as public transport may not be available.
Collaboration with others	The partnership has been difficult due to staff changeovers and lack of a formalised partnership agreement. Kurbingui runs other programs within its organisation and they can provide warm referrals.	GCYS built their relationships with security staff to share intel and information about how to support young people effectively. GCYS is also connected with other youth programs and services and they can provide warm referrals within their organisation and externally.	When there were severe incidents at Westfield North Lakes, key stakeholders came together regularly to discuss plans to support young people. YMCA brings in Kurbingui and Pasifika Families every QYPI session to provide culturally sensitive support for young people who need it.	Darumbal runs other programs within their organisation and can provide warm referrals internally. There are plans for an offsite drop-in centre.

Source: Nous analysis is based on SRS data and interviews with service providers, shopping centre security staff and Youth Justice Regional Directors, which showed the above activities to have been completed.

5.2.2 Security staff are better equipped to manage groups of young people

A major outcome observed by all shopping centre security managers consulted is the changed attitude and behaviour of security personnel. Working with youth organisations had a positive impact on the way security perceived and reacted to young people exhibiting antisocial behaviour. Two service providers provided formal training and mentoring through collaborative partnership. Formal (e.g. trauma-informed training) and informal mentoring (e.g. information sharing) helped security staff interact with young people and provide them with support as an alternative to an enforcement response. According to every security manager involved, this resulted in security staff better equipped to support young people.

5.2.3 QYPI has resulted in some improvements to community feelings of safety

All service providers commented that QYPI has had limited engagement with the public and hence it has been difficult to understand concrete outcomes for the community. However, they have said that by diverting young people away from congregating at the shopping centres, it has contributed to community safety and negative perception of the space/young people. One centre, where 'safety' was showing as negative 100 in the Net Promoter Score on customer sentiment, saw safety and security return a positive score after the advent of QYPI.

5.3 Some unintended outcomes and gaps in delivery may limit the effectiveness of QYPI

This section provides a summary of unintended consequences from the current QYPI program design. These consequences impact the effectiveness of service delivery and relationships with young people and the community.

5.3.1 QYPI activities can draw young people into the shopping centre

Two service providers commented that their shopping centre partner was reluctant to run diversionary activities, such as community barbeques, on site. The shopping centres were reportedly concerned that these activities could potentially draw large groups of young people into the area and create environment that was potentially unsafe.

QYPI can also result in the wrong use of the service. For example, Darumbal observed that some families send their children to Stocklands on Thursday nights as they know that Darumbal will transport them back home as part of their youth diversion.

5.3.2 The lack of case management support may limit the effectiveness of QYPI

SRS data from 2020 to 2023 shows no recorded instances of youth detention/watchhouse support, court support, legal support, and family work at any location. Additionally, there were 6 recorded reasons for case closure; most of them (4) lost contact with the young person. The other one was the young person moved away from the area (1). This demonstrates that limited opportunity for formal case management and follow-up.

As an informal, light-touch outreach service with limited funding, QYPI can only provide support on the spot by talking to the young people and providing them information about support services available in their community. Some providers offer the young people to return at another time (mostly during business hours) to receive a more formal referral, but this can be inconvenient for young people and is rarely followed up.

6 Success factors

This section outlines the main success factors identified by the review which can help QYPI achieve enhanced outcomes. Some of these are drawn from design and implementation attributes of effective youth diversion approaches from a literature review conducted for the CYRD evaluation. Table 5 provides a summary of which QYPI site appeared to the review team to be leveraging success factors most effectively.

Table 5 | QYPI sites that most strongly demonstrated success factors

Success factors	Chermside	Coomera and Helensvale	North Lakes	Rockhampton
Stakeholders collaborate to achieve outcomes for young people		✓	✓	
The program adapts to place-based needs		✓	✓	✓
Service providers have linkages with the broader service system	✓	✓		✓
Program staff have the right skills and capabilities	✓	✓	✓	
- First Nations staff are involved in the program	✓		✓	✓

6.1 Stakeholders collaborate to achieve outcomes for young people

- A strong relationship and knowledge sharing between the service provider and shopping centres is key for young people to be referred to the help they need.
- Successful partnerships need to be underpinned by collaboration, mutual goals, and an agreed level of investment.
- The best partnerships were facilitated by a pro-youth attitude.

In QYPI locations demonstrating a strong partnership, it was evident that the people involved in the relationship – be that the service provider, shopping centre or other agencies (e.g. transport, council, police) – shared the common value of genuine care and consideration about young people in the community. The best instances demonstrated information sharing between partners to provide a proactive response. For example, at North Lakes, there was a period in 2022 where there were severe incidents with young people displaying antisocial behaviour at the Westfield shopping centre. A group of key community stakeholders (Westfield, YMCA, Police etc.) came together weekly to share information relating to young people. This was an important element in providing the right supports to young people identified to be at risk, and ensuring the service provider was well-placed to respond (in place of police where possible).

Effective relationships also created a space for people to change their thinking about the reasons why young people are displaying certain behaviours, and the best ways to interact.

Successful partnerships need to be underpinned by collaboration, mutual goals, and an agreed level of investment in the partnership. Through the program, the service providers have been able to build relationships with stakeholders they may not have engaged before and expand their network, including shopping centre management and security staff, transport agencies and police.

Stakeholders across all locations acknowledged that a strong relationship between shopping centre staff and service provider was crucial. The theory of collaboration sets out that sharing a mutual understanding of goals, purpose and benefit is a threshold requirement for collaboration. It recognises that each party has their own self-interest that will influence how they relate to the overall purpose. They will also have their own organisational priorities which will impact how much they are prepared to commit and expect to benefit. It is essential that these are clearly understood by each of the parties involved. In one location, the QYPI partnership had mostly broken down. The shopping centre security manager believed the service provider was not consistent and reliable in providing their activities, and the service provider did not feel that the space provided was fit-for-purpose.

Some service providers and shopping centre security managers believed that a formal partnership agreement that outlined the purpose of the partnership and mutual obligations for both parties would be beneficial. It would set out mutual obligations of both partners and provide a basis for the relationship to continue institutionally, rather than rely solely on individual relationships.

The best examples of the QYPI partnership demonstrated important in-kind contributions that helped further achieve the objectives of QYPI, for instance space for diversion, access to security staff and provision of complementary community activities such as barbeques.

Strong buy-in from shopping centre leadership appeared to be an important factor in fostering a collaborative approach to the partnership. The QYPI locations that demonstrated the best working relationships appeared to be facilitated by shopping centre management's pro-youth attitudes. For instance, Westfield management across all centres have a 'leniency first' policy when dealing with young people. At Westfield Helensvale, the Risk and Security manager supports security staff to engage with young people effectively by encouraging them to build rapport with young people first and allowing the space to learn from youth professionals and each other.

Youth Justice can play a role in facilitating community collaborations.

6.2 The program adapts to place-based needs

- The current delivery model is place-focussed, where each provider adapts the activities and objectives as set in the original program logic to their location. Consultations with Regional Directors showed that they currently have little to no ongoing involvement with the design and delivery of QYPI at each site.
- Youth Justice should continue to allow service providers to design activities based on local need and capabilities.

A factor that has contributed to the effectiveness of QYPI is responding to local needs. Each community has their own identity, social, economic, environmental, and cultural interests; it is important to create local solutions to meet their unique needs. For example, Gold Coast Youth Service does not provide youth diversionary activities because they see there are already sufficient activities for young people to engage in. North Lakes provides diversionary activities according to what young people want at the time, including different types of sport, video games etc. Darumbal provides transport in Rockhampton, where transport for young people to get home after hours can be difficult.

The CYRD evaluation similarly found that connection with community broadens the reach of programs, enhances the community's capability/capacity to address youth offending and enables culturally

appropriate program design¹⁹. Research has also shown that attending to the youth in the ecological context of their family and community is a powerful approach to decreasing juvenile antisociality by increasing connection to community, culture and creating a sense of place²⁰.

6.3 Service providers have linkages with the broader service system

- A service provider who is connected to the service system can better provide soft entry/warm referrals to young people that they identify as having a need.
- QYPI is an opportunity for providers to extend touchpoints with young people.

Service providers that provide existing youth justice activities appeared to be better placed to provide continuity of support for young people. A holistic, integrated response facilitates a comprehensive array of individualised services and support networks in the community. This 'full service' or 'wraparound' model is critical to provide a holistic and individualised response for a young person and their family.

QYPI funding itself does not provide for service providers to give integrated continuity of care to young people – it is not a case management model. Evidence shows that therapeutic supports provided by diversion programs should be at minimum 12 weeks to allow sufficient time for supports to be effective. This attribute was reflected in diversionary programs that diverted low-risk youth pre-court that used community-based services.²¹ The CYRD evaluation found that service providers delivering multiple CYRD components (or through a formal partnership) had stronger information flows, collective learning, and more effective referral pathways. These findings are also relevant to QYPI implementation.

QYPI funding allows for one or two casual staff to have a presence at the shopping centre once, at most twice a week. This has implications for the continuity of care for young people, as well as the ability to build trusting relationships. A youth program evaluation²² found that a major challenge to building successful relationships were the role constraints of the youth workers – they connected young people with the relevant services but there was a lack of follow-up and connection post-referral.

Another difficulty for service providers is attracting and retaining suitably qualified staff. QYPI benefits from consistent staffing of people with the right skills to get to know young people and their backgrounds. Two service providers commented that staffing the one to two casual shifts is also difficult, with few people willing to work a few hours per week. SRS data shows that 50% of contact (190 contacts) from 2020 to 2023 was being made after hours – 30% after hours on business days (118 contacts) and 20% on the weekend (78 contacts).

Providers who had alternative, but complementary funding sources were better able to provide continuity and attract and retain qualified staff. For example, North Lakes runs a vocational school next door and hence they have a space for no cost; Rockhampton also has a minibuss, which again comes at little cost to QYPI as it is shared with other programs.

Three QYPI service providers are also funded by Youth Justice through other programs – for example Kurbingui and GCYS are funded under CYRD and Darumbal is funded for Bail Support Service. This

¹⁹ J Stewart et al, Indigenous Youth Justice Programs Evaluation. Australian Institute of Criminology, Canberra, 2014.

²⁰ E P Smith et al, The Adolescent Diversion Project: 25 Years of Research on an Ecological Model of Intervention, 2, Journal of Prevention & Intervention in the Community, 2008.

²¹ E P Smith et al, The Adolescent Diversion Project: 25 Years of Research on an Ecological Model of Intervention, 2, Journal of Prevention & Intervention in the Community, 2008.

²² G Knoll, D Pepler and W Josephson, The Toronto Youth Outreach Worker Program for Transitional Aged Youth 12–24: Process Evaluation, 31, Canadian Journal of Community Mental Health, Toronto, 2012.

appeared to provide useful complementarity, with QYPI providing the opportunity for service providers to extend their touchpoints with the young people they work with.

An additional benefit is that providers who were already well connected to other agencies and services were well positioned to provide warm referrals to young people identified as having a need. The CYRD evaluation found that service providers could offer a range of services that they refer the CYRD cohort into, supporting access to a greater breadth of services. This ability to provide referrals either internally, or due to established links with other services, is a success factor for QYPI service providers.

6.4 Program staff have the right skills and capabilities

- Consistent, caring staff with the appropriate skills and knowledge of the local community, and a trauma-informed approach to working with young people is important.
 - Information sharing, formal and informal training builds the capability of QYPI service partners to better support at-risk young people.
 - Culturally appropriate responses are vital for First Nations young people.

It is important that service provider staff understand their local community and therapeutic approaches to working with young people. The CYRD Evaluation identified the need to engage providers with strong cultural capability and highly capable workers. Programs should work closely with local Aboriginal and Torres Strait Islander communities and employ staff with a strong cultural knowledge to ensure cultural considerations are being implemented appropriately.²³ For example, CYRD service providers shared that workers need both street smarts and the relevant skills and capabilities to work with a more complex and higher risk cohort. This helps to enable a program that is culturally appropriate and responsive to over-represented cohort of Aboriginal and Torres Strait Islander young people.

Within QYPI there are two sites that are run by culturally-equipped organisations: Kurbingui is a First Nations community-based organisation at Chermside and Darumbal is a First Nations youth service in Rockhampton. These providers employ Aboriginal or Torres Islander staff to ensure a culturally appropriate response for First Nations young people as well. QYPI North Lakes also employ staff who are from these backgrounds, but they bring in Kurbingui and Pasifika Families to their sessions as well.

The evidence indicates that workers need to have strong cultural knowledge and specialised training to foster positive outcomes for First Nations young people. There is some evidence that early intervention diversion programs such as sport/recreation, arts and cultural mentoring can improve First Nations young people's wellbeing; social and cognitive skills; validation and connection to culture; and observable impacts on attitudes towards learning and crime reduction²⁴.

Consistent staffing of capable youth workers is also important for service providers, shopping centre staff and young people. Some of the benefits include reduced retention, continuity in relationships with external stakeholders and ongoing rapport with young people. At Chermside, they have a local Elder as well as two youth workers on their outreach team to provide support where needed. On the Gold Coast, there is one staff member that visits the Westfields every week on Wednesdays and Thursdays.

²³ J Stewart et al, Indigenous Youth Justice Programs Evaluation. Australian Institute of Criminology, Canberra, 2014.

²⁴ A Conley Wright et al., Evidence Review Youth Work - Agency and Empowerment, University of Sydney: Research Centre for Children and Families, Sydney, 2022.

7 Possible Future Directions

This section provides an overview of Nous's possible future directions for the future direction of QYPI. Youth Justice should continue to fund the program in identified 'hotspot' locations. It includes further recommendations to improve the current delivery model and maximise future investment.

7.1 Continue to fund QYPI in identified 'hotspot' locations

Service providers, shopping centres and Youth Justice regional directors all saw the benefit of QYPI and agreed the program should continue to be funded. QYPI plays an important role in addressing community safety. It provides the opportunity for young people to be socially included in shopping centres and provides a pathway for young people to be diverted away from the justice system.

Two QYPI locations, North Lakes and Rockhampton, also provide diversionary activities to identify and build rapport with young people and provide access to prosocial activities. Admittedly, there is cross-over with the youth services space and with government areas that have a role to play in fostering youth access to sport and recreation. By their nature, QYPI activities will serve a broader net of young people who will also benefit from diversionary activities. The target cohort is outside of Youth Justice's usual remit, because it involves young people who are not (yet) known to the formal justice system. However, it is the outcomes of preventing criminogenic behaviour and promoting community safety that make Youth Justice the most suitable government department to commission and lead QYPI to ensure it remains focused on its primary purpose.

In the future, this may involve ensuring partners are clear on the purpose of QYPI as an early intervention youth diversion, its target cohort, and its value proposition among youth justice programs. The CYRD evaluation found that effective service delivery relies on a value proposition that clearly positions the program as complementary to other services. Stakeholders highlighted the need for clarity on who the target cohort is, the outcomes to be achieved, the communities that will benefit most from each component and the combination of services and supports that will be most effective. The remaining possible future directions provide ways to address these concerns.

7.2 Implement possible future directions to improve the future QYPI delivery model

If Youth Justice continues to fund QYPI it should consider a range of opportunities to improve the delivery model. Five of the higher impact opportunities are outlined below.

7.2.1 Establish formalised partnership agreements

As outlined above, one of the success factors for QYPI appeared to be partners' willingness to collaborate to achieve a mutual goal. In response to this, as well as comments from partners where the partnership had deteriorated, the review suggests that Youth Justice sets up an annual partnership check-in with the service providers and shopping centre at each location. This would require a minimal time investment from Youth Justice, while providing an opportunity to stay updated on local developments and check in on the health of the partnership.

Nous suggests that future iterations of QYPI introduce formal partnership agreements that record elements of the partnership and outline the role of Youth Justice. Youth Justice should ask QYPI partners to develop partnership initiatives as a precondition to receiving funding. The agreement should be provided to all partners. The partnership agreement should:

- Demonstrate the shopping centre’s willingness to participate in the partnership, including any in-kind and financial contributions
- Outline the service provider’s funded activities, and methods of communicating if these change
- Outline how the partnership will build capabilities of each party
- Set out data to be collected and reported by service providers and shopping centres
- Provide details to escalate issues to a Youth Justice contact point if required

7.2.2 Facilitate a Community of Practice between different QYPI sites

Some providers and shopping centres commented that they wanted better collaboration within and between QYPI sites and with Youth Justice to achieve outcomes for young people. They were interested in knowing what is happening in the early intervention space and how they can contribute in the future.

Youth Justice can play an important role in facilitating these connections. Reportedly, Youth Justice facilitated Community of Practices for the program at the start of 2022 but has discontinued since. Continuing the Community of Practice for the program might initially involve a time investment from Youth Justice, but may require less time once networks are established.

A number of Youth Justice regional directors commented that they had limited oversight over the program and its data, which made it hard to monitor or inform the future direction of the program. Youth Justice regional directors also felt they could benefit from additional transparency around QYPI design, data, and implementation.

7.2.3 Streamline reporting mechanisms

Nous heard from providers that using the current SRS reporting mechanism was difficult for their purposes. Service provider feedback includes:

1. Service providers said they found it difficult to record their activities in SRS because it records activity on an individual, rather than group, level. Youth Justice has encouraged service providers to create records for young people where possible so they can have information about the young people they meet on a regular basis. Some providers found that entering attendance one-by-one for an activity that might involve a few dozen young people is time consuming.
2. Two providers believed that they could not record their activities when the young person’s details may not be known. Others mentioned concerns that obtaining personal information (e.g. date of birth, cultural background) from low-risk young people is intrusive.

Nous understands that these issues reflect misconceptions and confusion about SRS data collection. Youth Justice has confirmed that providers do not need to enter personal details into SRS, and that they are able to enter activity-level data using ‘group notes’.

There may be a number of reasons for the confusion. During the QYPI implementation period, SRS underwent enhancements which included enabling SRS to capture an ‘unknown’ young person’s attendance through a ‘group note’. Training was subsequently provided to service providers on how to record activity on a group level. It is possible that service providers have not attended training, or that practices taught in training have not been implemented.

As a result, Nous found data quality to be poor and likely reflects an under-reporting of activity when compared to the figures and activity presented at interview. The quantitative data provided to Nous did not appear to include a full account of outputs that service providers should be able to easily record, such as the number of activities they conduct and the number of young people they engage. The impact is that

SRS data does not provide the review (or Youth Justice) an adequate record of a provider's level of activity nor the number of young people they engaged. These reporting limitations in turn limited the evidence available to form a complete picture of the effort contributed to QYPI.

Nous proposes three simple solutions to improve reporting:

- **Provide targeted training to QYPI providers.** The purpose of the training should be to increase service provider familiarity with SRS and address misconceptions around entering personal information and recording group attendance.
- **Introduce a simple summary report for QYPI providers.** A simple summary report will make reporting more proportionate to the investment and to the time providers should spend on monitoring and reporting. The report should allow providers to easily record the number of young people participating in an activity and the types of service provided. This could be used in conjunction with SRS reporting, (which would record where a particular engagement occurred with an individual - such as reminders, welfare check or advocacy).
- **Collect data from shopping centres.** Additional data sources, including the number of cautions or bans issued by shopping centres, will provide Youth Justice with a better understanding of effort and effectiveness. Youth Justice could articulate data sharing requirements (e.g. the type of data shopping centres are expected to share such as ban numbers of police report) in partnership agreements.

7.2.4 Ensure QYPI is flexible to local need and works with local strengths

Nous observed that a flexible place-based approach allowed QYPI to adjust to local need, as described in the success factors. As noted above, each QYPI location has implemented a different service model based on funding available, service provider capability and the unique needs of the operating context. QYPI should continue to provide flexibility in the activities and services provided at each location. This can be facilitated retaining the QYPI program logic, allowing providers to select relevant activities from the QYPI program logic and not adopting a 'one size fits' all approach.

Additionally, one Regional Director spoke of the need for QYPI to move flexibly across geographical areas to respond as 'hotspot' locations fluctuate. Flexible and agile delivery would allow QYPI partners to focus on what is needed to respond to the local context. Future iterations of QYPI might consider a pool of additional flexible funding to enable Youth Justice to anticipate and foster new initiatives where needed.

7.2.5 Engage service providers that deliver youth services and with strong cultural capability

As outlined in the above success factors, QYPI benefits from service providers with appropriate capabilities including, linkages to youth services and where appropriate, Aboriginal, Torres Strait and/or Pacific Islander cultural capabilities. As found in the CYRD evaluation, providers were better able to achieve referrals for young people if they were embedded within a holistic, integrated response network. Additionally, the best QYPI providers should possess strong cultural capability, mature service models and highly capable workers.

Appendix A Review and program background

A.1 Key lines of enquiry

Key Lines of Enquiry	Key Evaluation Questions
KLE1: How well does QYPI meet an evidence-based need and align to other youth justice initiatives?	<ol style="list-style-type: none"> 1. What is the problem that QYPI is trying to solve? 2. To what extent has QYPI been delivered against the program logic? 3. How well does QYPI address this need? 4. Does QYPI reinforce or duplicate other youth diversionary initiatives (e.g. CYRD, YCRT)? 5. Are there better ways to address this need?
KLE2: To what extent has QYPI achieved its intended outcome?	<ol style="list-style-type: none"> 1. What outputs have been delivered to date? How many referrals have been made? To whom? 2. To what extent does QYPI leverage the role of private sector/retail participation and investment? 3. To what extent has QYPI achieved outcomes for young people, shopping centres and the community? 4. Has QYPI resulted in any unintended outcomes, positive or negative? 5. What factors have affected the effectiveness of QYPI?
KLE3: How can the Department maximise the current investment in QYPI?	<ol style="list-style-type: none"> 1. What resources (funding, people, and facilities) have been deployed and for what purposes? (<i>What have you done, what have you delivered and how?</i>) 2. What's the model in different locations? 3. What are the conditions that have fostered positive community partnerships? 4. What changes should be made to the design of QYPI?

A.2 Review methodology (including stakeholders consulted)

Review method	Purpose
Literature review	Review the current program and policy landscape of youth diversion through thematic analysis, to understand the alignment of QYPI to international and national evidence base.
QYPI document and data review	The QYPI factsheet, program logic, funding schedules and SRS data for each location and evaluation of the Space at North Lakes was reviewed to understand the original design and current state of QYPI.
QYPI regional directors consultation	We engaged Youth Justice regional directors responsible for each QYPI location to understand their perspectives on the original intent of the program and insights on their roles as government service delivery stakeholders. The regional directors included: <ul style="list-style-type: none"> ██████████ – Brisbane and Moreton Bay region ██████████ – South-East region ██████████ – Sunshine Coast and Central region ██████████ – Moreton Bay region
QYPI service providers consultations	We engaged team leaders and delivery staff from service providers at each QYPI location to understand their perspective on the role of the program in relation to their organisation and insights on their roles as program partners. The service providers included: <ul style="list-style-type: none"> ██████████ – Gold Coast Youth Service ██████████ – Darumbal Rockhampton ██████████ – Youth Program Coordinators – Kurbingui ██████████ – Y-Care North Lakes
QYPI shopping centres consultations	We engaged three Risk and Security Managers from Westfield to understand the progress of the program and insights on their roles as program partners. They included: <ul style="list-style-type: none"> ██████████ – Westfield Helensvale ██████████ – Westfield North Lakes ██████████ – Westfield Chermside

A.3 Operational summary of each location

Site (Shopping Centre provider)	Partner organisation	Funding	Number of instances	Description of current model	Types of services provided	After hours
Rockhampton (Stocklands)	Darumbal	Each partner organisation was scheduled to receive \$180,000 from September 2020 to end of June 2023 (\$60,000 per annum). Actual funding for FY 2022-23 was \$315,938.	223 contacts	Two rotating, casual staff visit Stocklands on Thursday nights and Saturday mornings to divert young First Nations people from negative behaviour by transporting them to a safe location. Key partners: Stocklands Rockhampton, other Darumbal programs.	Engagement/check in/reminders/welfare check Stakeholder engagement Practical support (transport and meals)	56% of contacts
Coomera (Westfield)	Gold Coast Youth Service (GCYS)		13 contacts	GCYS work with Westfield and their security guards to better engage with young people and de-escalate situations. A youth worker visits the shopping centres every Wednesdays and Thursdays to ensure consistent presence. They also work with retailers to increase visibility of youth services in the area. Westfield Helensvale seems to be more on board than Coomera.	Engagement/check in/reminders/welfare check	54% of contacts
Helensvale (Westfield)			11 contacts	Key partners: Westfield Coomera and Helensvale, retailers, other GCYS programs.	Engagement/check in/reminders/welfare check	18% of contacts
Northlakes (Westfield)	Y-Care		71 contacts	A diversionary program runs every Thursday nights and school holidays. Activities include basketball, gaming, volleyball, whatever young people are doing at the time. Food is also provided. Key partners: Westfield North Lakes, police & co-responders, Y-Care school, Pasifika Families and Kurbingui.	Engagement/check in/reminders/welfare check Stakeholder engagement Practical support (transport and meals) Individual sessions/support Cultural support/advocacy	44% of contacts

Site (Shopping Centre provider)	Partner organisation	Funding	Number of instances	Description of current model	Types of services provided	After hours
Chermside (Westfield)	Kurbingui		72 contacts	<p>Two ongoing staff and Elder visit the shopping centre from 3-9 pm on Thursday nights to provide outreach support. This includes welfare checks, warm referrals, information sharing, food, and water. Previously, they had a space within the centre to run diversionary activities out of but was removed when centre management changed.</p> <p>Key partners: Westfield Chermside, other Kurbingui programs.</p>	<p>Engagement/check in/reminders/welfare check</p> <p>Cultural support/advocacy</p> <p>Stakeholder engagement</p> <p>Practical support (transport and meals)</p>	43% of contacts

Source: Stakeholder consultations and SRS data September 2020 to 29 March 2023.

A.4 Original QYPI program logic

Objective of Initiative: to engage and partner with communities to deliver innovative programs in shopping centres to keep our young people out of courts and custody

Cohort	Inputs	Activities	Outputs	Outcomes	Longer term outcomes
<p>Young people aged 13-18 engaging in anti-social behaviour in shopping centres</p> <p>Families with young children at risk of engaging in anti-social behaviour in shopping centres</p>	<p>Corporate, retail and shopping centre partners/premises:</p> <ul style="list-style-type: none"> - Shopping centres in high need areas - National Retail Association staff - Security staff <p>Community partners and volunteers</p> <p>Non-government organisations</p> <ul style="list-style-type: none"> - Local-level alliances - Health and education services - Drug and alcohol services - Mental health services <p>Parents, families, Elders and Culturally and Linguistically Diverse (CALD) leaders</p> <p>Government stakeholders:</p> <ul style="list-style-type: none"> - Youth Justice Service Centres staff - Queensland Police Service - Queensland Health - Department of Education - Department of Child Safety, Youth and Women - Department of Employment, Small Business and Training - Department of Aboriginal and Torres Strait Islander Partnerships - Transport agencies <p>Research partners</p> <p>Youth Charter</p> <p>Funding and in-kind support</p>	<p>Engage with young people, families and communities to co-design activities/programs</p> <p>Work with young people to promote the program and recruit participants</p> <p>Engage and partner with police, non-government organisations and businesses (i.e. retailers)</p> <p>Build a trusting relationship between young people and their families, and program and shopping centre staff</p> <p>Ensure activities/programs are culturally appropriate and undertaken by CCOs where possible</p> <p>Deliver training and experiential learning opportunities to program, security and shopping centre staff on safe and culturally sensitive engagement with young people</p> <p>Deliver trauma-informed practice training to program, security and shopping centre staff</p> <p>Deliver tailored, supervised and structured pro-social activities/programs such as:</p> <ul style="list-style-type: none"> - Cultural, arts and sports/recreation programs - Education and training - Restorative justice programs - Mental health programs - Drug and alcohol interventions <p>Provide information on support services and resources available to young people and their families</p> <p>Refer and link young people and their families to community/third party services where appropriate</p> <p>Develop resources and tools (e.g. training modules, web based resources)</p> <p>Collect data and evaluate activities/programs</p>	<p>Number of co-design sessions with young people and local communities</p> <p>Number of young people engaged in designing activities/programs</p> <p>Repeated engagement of young people and families in co-design activities</p> <p>Number of programs/activities delivered that are designed by young people</p> <p>Number of young people engaging in activities/space</p> <p>Proportion of time young people engage in activities/space out of total engagement time available</p> <p>Number of activities/programs delivered</p> <p>Resources and tools for delivery of program</p> <p>Number of referrals made to government/community/third party services</p> <p>Data collected and evaluation output</p>	<p>Young people engage in pro-social behaviour in shopping centres</p> <p>Young people receive fewer shopping centre bans and cautions and experience fewer arrests</p> <p>Young people are connected to and supported by businesses and community organisations where they live</p> <p>Young people and their families are connected to other appropriate services such as health, education or training</p> <p>Young people have trusting relationships where they can feel safe and supported</p> <p>Security staff have improved capability to manage the behaviours of groups of young people</p> <p>Police have better interactions with young people and retailers</p> <p>Shopping centres record fewer complaints about young people from visitors</p> <p>Young people receive training and support to consider a career in retail</p> <p>Shopping centres have reduced security needs (e.g. security grills, number of security guards)</p> <p>Visitors have increased positive interaction with young people and feel safer in shopping centres</p> <p>Reduced incidents of crime and disturbances by young people in and around centres and across the area</p> <p>Communities feel that their concerns about local youth crime are addressed, particularly in shopping centres</p>	<p>Young people receive early support and offend less often, ultimately desisting from crime altogether</p> <p>Young people are physically and mentally well</p> <p>Young people are consistently engaged in meaningful education, training, work experience or employment</p> <p>Young people are seen in a positive light by the community and valued for their contribution both economically and socially</p> <p>Young people make positive life choices</p> <p>Young people are safe, thriving and connected to their families, communities and culture</p> <p>Community perceives shopping centres as community assets</p> <p>Retailers and shopping centres embed community outcomes as part of their values and strategic objectives</p> <p>Communities, shopping centres and retailers work in partnership to strength community engagement and ownership</p> <p>Enhanced and ongoing community ownership of community spaces and in supporting young people</p> <p>Communities experience increased feelings of safety and cohesion</p>

Outcomes key Young people Shopping centre Community

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A.5 QYPI program logic (as observed by Nous)

Cohort	Inputs	Activities	Outputs	Outcomes	Longer term outcomes
Young people aged 13-18 engaging in anti-social behaviour in shopping centres	<p>Corporate, retail and shopping centre partners/premises Shopping centres in high need areas Security staff</p> <p>Non-government organisations Local-level alliances Health and education services Drug and alcohol services</p> <p>Government stakeholders Department of Children, Youth Justice, and Multicultural Affairs Queensland Police Transport agencies</p> <p>Funding and in-kind support</p>	<p>Engage and partner with police, non-government organisations and businesses (i.e. retailers).</p> <p>Build a trusting relationship between young people, program, and shopping centre staff.</p> <p>Ensure activities/programs are culturally appropriate and undertaken by CCOs where possible.</p> <p>Deliver tailored, supervised, and structured pro-social activities/programs such as:</p> <ul style="list-style-type: none"> • Cultural, arts and sports/recreation programs • Education and training • Restorative justice programs • Mental health programs • Drug and alcohol interventions <p>Provide information on support services and resources available to young people.</p> <p>Refer and link young people to community/third party services where appropriate.</p>	<p>Number of young people engaging in activities/space.</p> <p>Number of activities/programs delivered.</p> <p>Number of referrals made to community services.</p>	<p>Young People: Young people engage in pro-social behaviour in shopping centres. Young people receive fewer shopping centre bans and cautions and experience fewer arrests. Young people and their families are connected to other appropriate services such as health, education, or training. Young people have trusting relationships where they can feel safe and supported.</p>	Young people receive early support and offend less often, ultimately desisting from crime altogether.
				<p>Shopping centre: Security staff have improved capability to manage the behaviours of groups of young people.</p>	Retailers and shopping centres embed community outcomes as part of their values and strategic objectives.
				<p>Community: Visitors have increased positive interaction with young people and feel safer in shopping centres.</p>	Communities experience increased feelings of safety and cohesion.

Appendix B Bibliography

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