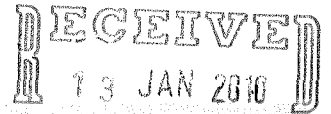
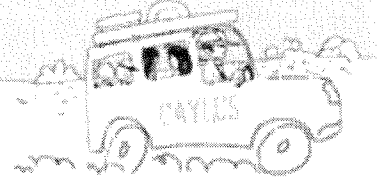


P.A.

Tangentyere Council
BY: ATSI/A

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20 December 2009

Submission to the Inquiry into the high levels of involvement of Indigenous juveniles and young adults in the criminal justice system

This submission will focus on prevention and early intervention strategies implemented successfully in the region by CAYLUS and other agencies to assist in reducing the number of Indigenous Australians involved in the criminal justice system by outlining:

1. Strategies to promote the development of positive social norms and behaviours for Indigenous juveniles and young adults;
2. How alcohol and substance abuse contribute to Indigenous youth incarceration rates and the way in which CAYLUS and other agencies have implemented strategies that have greatly reduced this in relation to inhalant abuse in our region;
3. How we have implemented initiatives to improve the effectiveness of the education system and to grow employment opportunities in the region to reduce young Indigenous people's involvement with the criminal justice system;
4. How the Ilpurla and Mt Theo outstation programs provide diversion of Indigenous people from juvenile detention centres and crime.
5. A potential cross-jurisdictional issue that may affect responses to young people who are offending and have substance misuse issues in Central Australia.

These issues will be addressed throughout the submission. This will not be a lengthy submission due to our workload – the summer school holiday period is a busy time for us due to the high risk of substance abuse in that time and the closing down of various agencies. However, we have demonstrated capacity to develop and implement successful strategies that address the issues that this Inquiry is focused on. In partnership with NPY Women's Council and General Properties Trust, we received the National Award for Prevention from the Australian Drug Council in 2007 for our work around the rollout of Opal fuel in the region. Further background on CAYLUS is provided at attachment 1 and 2.

1. Strategies to promote the development of positive social norms and behaviours for Indigenous juveniles and young adults; which have lead to better social engagement through promoting engagement in a youth development program in the MacDonnell Shire of Central Australia.

CAYLUS's experience has been that an effective way to engage with youth in the remote communities in our region is through a youth development program in their home community. This strategy operates through providing positive activities that link youth to other members of their families and to the wider community. It develops local capacity to cater for the interests of the youth and provides a reason to engage with society. It is a clear demonstration to otherwise potentially disengaged youth that society cares for them and is attempting to support them. It also provides a local communication and coordination point that can work with external community service, training and welfare services that provide visiting services to youth and families often with little local support or direction.

When CAYLUS started in 2002, there were two operational youth programs in central Australia – Ali Curung and Yuendumu. The Yuendumu program (Mt Theo) still operates and is a model that demonstrates the benefits that can result in a community when a program is implemented along community development lines, and can gather ongoing support. It has operated now for 14 years, and is providing recreation, training, youth development and employment support to Warlpiri youth in four communities. CAYLUS were aware of the long-term benefits of this model and have assisted its implementation in several other communities over the seven years in which CAYLUS has operated. The Mt Theo program promotes integration of the community through providing opportunities for older people to be part of the design and implementation of youth programs. The programs have a focus on youth development rather than just developing sporting abilities as in traditional sport and recreation programs that have been implemented in the region in the past. For further information please refer to the Mt Theo website (www.mttheo.org.au).

CAYLUS assisted the Federal Government develop the model for the Integrated Youth Strategy that has rolled out into the four most Southern communities (Imanpa, Mutitjulu, Apatula and Docker River) as part of the Commonwealth's 8 point plan to address inhalant abuse – two points of which are developing local capacity and providing recreational activities. Although we helped develop the overall strategy, we were not able to provide close ongoing support to the interstate provider selected by the tender process. As such, the program struggled for the first few years, but is now doing better and applying aspects of the model we developed.

We have worked extensively with the communities in the Western Macdonnell Region, both prior to the MacDonnell Shire coming into being, and subsequently. These communities (Papunya, Ikuntji, Mt Liebig, Kintore, Ntaria, Areyonga) had the worst incidence of petrol sniffing in the region until the roll-out of Opal fuel. A combination of Opal and local commitment to stopping inhalant abuse saw a 100% reduction in the remote communities in the region. However, we understood the need to have a local

capacity for engaging the youth in these regions that had been abusing petrol once Opal rolled out and reduced the availability of these inhalants. We understood that this supply reduction strategy did not address the underlying causal issues, and so worked with the local communities to provide a demand reduction strategy, which were youth development programs modeled on the Mt Theo system to provide engagement options for this demographic. These took the form of well resourced and locally directed youth programs in each of the communities. Since the creation of the shire, we have worked with them to improve their capacity to provide these programs in an ongoing way. We are confident that they can now do this in a sustainable way, and are turning our energy to the next two regions that need this development – the Barkly Shire and Central Desert Shire. They are in the same phase of development that the communities in the MacDonnell Shire were in before CAYLUS began.

The FAHCSIA “Youth in Communities” measure is a promising new initiative that is the first major federal attempt at extending youth workers to Northern Territory Communities. We endorse the measure but have some reservations about how it is being rolled out. In particular we are concerned that;

- A) funding is prioritised to go to ‘Remote Service Delivery’ or Territory Growth Towns, a minority of which are in Central Australia. We note that the program has recently expanded to allow submissions from other sites. However communities that aren’t on the selected list will be lower priority and are likely to miss out. Communities including Lake Nash (pop app 500), Ampilatwatja (pop app 350), Utopia (pop app 1200), Harts Range (pop app 3-400), Kintore (pop 400) and many others in our region are not on this list. Youth in these sites still have the same range of needs as youth in other parts of Australia and we don’t think it is tenable to ignore these young people and families and restrict their access to these important services.

Recommendation- Youth Services are essential services if we are to reduce incarceration of Indigenous young people in the NT. Access to funding for these services should not be restricted to the twenty or so ‘Territory Growth Towns’ or ‘Remote Service Delivery Sites’.

- B) Funding allocations and important program decisions are being made without reference to local expertise and by people who have not lived in remote communities, do not necessarily understand the priorities and have not run youth programs. As stated earlier CAYLUS supports the development of regional youth services managed by other agencies such as the Shires, the Mt Theo Program and NPY Women’s Council. As such we will not be applying for funds through the Youth in Communities measure. Given this and our demonstrated capacity to work constructively with government and our considerable experience in the field, we think we should be included in the Senior Executive Committee that is currently driving the program and will eventually make funding decisions. Our input could lead to cost savings, better cooperation of agencies and more informed allocation decisions. We have the strong endorsement of the youth

services sector in Central Australia in this. We have now written to FAHCISA on Oct 5, Nov 3rd and December 16th, as well as raising the issue in a number of forums relating to the funding. However we have not yet received a conclusive response. A stated aim of the measure is that it will 'increase cohesion of services for young people in the Northern Territory'. If this is to be achieved FAHCISA will need to work collaboratively and inclusively with agencies such as ours. CAYLUS is the closest thing there is to a peak body for remote youth services in Central Australia.

Recommendation: FAHCISA and other departments should work collaboratively with community stakeholders and those with industry expertise in the development of youth services in the Northern Territory. Involving CAYLUS in the development of the current Youth in Communities Measure is clearly an opportunity to take this approach.

2. How alcohol and substance abuse contribute to Indigenous youth incarceration rates and the way in which CAYLUS and other agencies implemented strategies that have greatly reduced this in relation to inhalant abuse in our region;

- a. 95% reduction in level of sniffing (source: Evaluation of the roll-out of Opal, D'Abbs and Shaw 2009);
- b. 18% reduction in alcohol consumed in Alice Spring (Moving beyond the restrictions: The evaluation of the Alice Springs Alcohol Management Plan source Menzies School of Health Research 2009);

It is clear that substance abuse is closely linked with criminal activity in the Indigenous domain, and is linked to the high rates of youth and adult imprisonment. It is also clear that a targeted supply reduction strategy can be very effective in reducing the levels of substance abuse and associated harms. The Opal strategy saw the replacement of standard unleaded with a low aromatic fuel – Opal – that was specifically developed to prevent intoxication through inhalation. This supply reduction strategy caused a 95% reduction in the region. The alcohol restrictions introduced in Alice Springs saw an 18% reduction in the amount of alcohol consumed, with a subsequent drop in levels of assaults. As such, it is clear that any attempt to address the damage caused by any substance must include supply reduction strategies.

CAYLUS was part of an advocacy group – the Opal Alliance – that supported the rollout of Opal across the region most affected by inhalant abuse. Our role in this went well beyond advocacy and included holding community meetings to discuss Opal, helping stores sign up for the scheme and producing and disseminating community information on the fuel. Before the roll out of Opal we estimated there were around 500 people sniffing in the region. We now think this number is more like 20-50. The hallmarks of a sniffing community were high levels of property damage, vandalism and assault. Though there hasn't been any formal study in relation the impact of the Opal roll out on levels of

crime, we are told by families, police, visiting service providers, clinic staff and young people themselves that the decrease in sniffing has lessened levels of trouble in the community immensely.

There are still however a number of key sites that have not had full benefits of the Opal Rollout due to nearby retailers either not having access to or refusing to stock Opal fuel. Balgo in WA is one example : currently a group of around five young people are sniffing petrol daily on the community. The fuel is thought to be coming from nearby Rabbit Flat Roadhouse across the border in the NT where the roadhouse owner refuses to stock Opal. He has cited many reasons for not using Opal the latest being that he intends to close the roadhouse in Dec 2010. The Balgo community has already lost too many of its young people through sniffing related suicides and accidents. With the current level of sniffing in the community it is only a matter of time until the outbreak rapidly grows and/or someone dies. Even if Rabbit Flat is going to close in mid 2010 another 12 months of sniffing in Balgo is not tenable. Bruce and Jackie Farrans, the owners of the roadhouse, should take the responsible decision and start stocking this life saving fuel.

The owners of Rabbit Flat are not alone in taking this irresponsible standpoint. Ti Tree Roadhouse, Urandangi Roadhouse, Tilmouth Well Roadhouse and others continue to refuse to stock this fuel. At the recent 2009 Senate Inquiry into Petrol Sniffing in Central Australia, which examined this issue in detail, women from Warburton and Warakuna gave evidence that 20 young people from their region had been held in custody in one incident alone due to sniffing of fuel from a nearby roadhouse. An incident in July in the same region where a man burst into flames after being tasered while sniffing (see <http://www.smh.com.au/national/taser-set-petrol-sniffer-ablaze-police-20090721-drf0.html>) is another example of problematic interaction of sniffers and the criminal justice system.

Recommendation: The Commonwealth should create legislation with the power to force retailers in selected strategic sites in the Central Australian Cross Border region to make Opal low-aromatic fuel available.

Supporting the responsible sale of solvents: Another example project that demonstrated the connection between inhalant substance misuse and crime and effective responses to this is CAYLUS' work with retailers in Alice Springs to prevent inhalants being readily stolen or purchased by people who will abuse them. It is called the Volatile Substance Supply Reduction Project and has been running effectively in Alice Springs since 2004. At that time, Avgas was being rolled out into the region around Alice Springs, resulting in a movement of addicted inhalant abusers into Alice Springs in unprecedented numbers over the summer of 03/04. This overloaded the Welfare and Police systems, especially as there was no facility that could accept intoxicated juveniles. There were more than 100 regular heavy users in Alice Springs. They were highly visible, breaking into garages and private cars to steal fuel, and abusing the propellant from spray paint which was readily available and the product of choice of many inhalant abusers in Alice Springs, despite the easy availability of unleaded fuel.

The NT Attorney General, Dr Peter Toyne, called a crisis response meeting in Alice

Springs in early 04 to develop strategies to deal with the situation. CAYLUS undertook to do a supply reduction strategy with the retailers of spray paint in Alice Springs. In the initial research phase, it was estimated 60 cans of spray were getting into the hands of the inhalant abusers every day, mostly from three sources. We undertook a retailer education program as the first part of the process. Retailers had been approached in the past by youth workers and challenged about their sale of spray paint, but this had had little effect. The approaches were characterized by the retailers as blaming and threatening them, and had no effect on their work practices. CAYLUS used our strategy of working cooperatively with retailers found the retailers were just as concerned as we were about the abuse of their products, and were willing to engage in partnerships with us to prevent it.

The main engagement ploy we used was involving the retailers in the preparation of a kit that contained all the information required to enact supply reduction at the point of sale : background information about inhalant abuse, relevant laws especially about the requirement on retailers not to sell inhalants if they thought the product was going to be abused, contact details for relevant agencies, a flow chart of recommended responses in cases where sale was refused, and a customer record sheet developed in collaboration with the NT Police that was used to track sales to individuals for further investigation by the police should the produce be found to be abused. The design of this kit gave the retailers a point of engagement with the strategy where they were partners with CAYLUS in the development of the strategy. This ensured a sense of commitment to the process that would not have been fostered if the kit was developed elsewhere and simply sent to the retailers.

During this process, the main source of spray that was being abused elected to no longer stock this product. Their product was the cheapest spray paint in Alice Springs, and the brand they stocked was the one youth workers and other people on the coalface found to be most regularly abused by the inhalant abusers. The retailer made a public statement that they could no longer accept the risk that their product would be abused, and in particular that it was being traded for sex. The Attorney General purchased the retailers remaining stock as a gesture of support, and CAYLUS organised for an anti-sniffing mural to be painted using the spray by the youth of Yuendumu. This mural is in the Alice Springs Hospital.

The other retailers were proactive in caging their spray paint to prevent theft. CAYLUS offered to pay for the cages in some cases, which surprised and delighted the retailers, who were used to agencies coming to them with demands and threats rather than practical support. Although we offered to pay, no retailer ever took us up on it, and the caging was done from their own funds. CAYLUS collected and checked out the customer records mentioned above. Retailers reported some people elected not to purchase cans of paint once they knew their name and license details were going to be recorded. CAYLUS gave key retailers a list of people who we knew to be either sniffing paint or supplying it to others to sniff. These people would not be sold paint, and the retailers would offer to call CAYLUS so we could come down and discuss this with the customer. The customers elected to do this on few occasions. In a few instances, people had the same names as other people who were abusing paint, and we could sort this out quickly. Mostly however, people on the banned list simply went away. Often they would try to convince tourists and other shoppers to buy paint for

them, so we made up a poster and eventually some cards outlining that purchasing paint for other people both risked the life and health of the person who was abusing the product, but also could result in criminal charges for the one supplying it, especially once informed of this possibility through the poster and card.

These tactics were pursued systematically, and over a couple of months, the abuse of spray paint dropped dramatically. We estimate that the number of cans being abused dropped from more than 60 per day to less than 6. Again, supply reduction proved to be a very efficient strategy.

The retailer who was the source of the next cheapest spray paint was very proactive in this strategy, and eventually located a source of low toxicity spray paint. This brand had very little of the intoxicating propellant, and according to our informants, had little or no effect when sniffed. When this brand was stocked, paint sniffing came to an almost complete halt for about 6 months in 2007.

Eventually those addicted to inhalants moved on to glue and other inhalants, and we are continuing the strategy in relation to those substances. We use the same techniques of working with the retailers and are seeing the same success, but until there is a substantial investment in diversionary programs, the core group of addicted abusers will continue to seek inhalants to abuse, with the very real danger that the practice will spread and new recruits will be drawn into this abuse cycle.

As can be seen, this program works with the community to reduce the availability of inhalants, and prevents both crime and substance abuse. As a preventative project, it has been very effective, and still keeps inhalant abuse of commonly available substances at a minimum in Alice Springs and the region.

Alcohol Availability and Crime: In partnership with a number of other agencies, we are part of the People's Alcohol Action Coalition – PAAC – that is advocating for more restrictions to address the still high levels of alcohol abuse in Alice Springs – twice the national per capita average. These strategies are not popular, but they are effective.

Reduction of youth incarceration and indigenous incarceration generally can be done through implementation of supply reduction strategies such as increasing the cost of cheap alcohol to a base price per standard drink, limiting the hours of availability, and restrictions on how much alcohol anyone can purchase during a set timeframe. Whilst we have had substantial gains based on the restrictions to date we need to build on them. This strategy would also reduce the alcohol abuse in the adult population, which would make life safer for young people, and provide opportunities for more sober activities with role models.

Recommendation: That evidence based alcohol restrictions be used to reduce alcohol abuse as a strategy to reduce crime.

3. How we have implemented initiatives to improve the effectiveness of the education system and growing employment opportunities in the region to reduce

young Indigenous people's involvement with the criminal justice system; and through strategic support for an Indigenous Ranger program with the Central Land Council (CLC);

We support computer access programs in two local Indigenous communities. In one, Papunya, we started the project in partnership with the local Government Business Manager and local community. The other, in Harts Range, is a program that was started by the local community council before the Western Desert Shire incorporated it into their Shire. We are providing ongoing support for both, and are attempting to locate funding for their continuation and expansion. Both are currently being supervised by volunteers, and are supported for their minimal ongoing costs from our brokerage funds.

They both provide computer access, and sometimes, Internet access to local community members. This is supervised and has passed two computer audits to date with no issues. The programs are very popular with the youth of the community, and the computer rooms are full from opening time (morning) to closing (night). They have provided educational opportunities for this demographic, most of whom are not accessing mainstream education. It has clear benefits in terms of promoting literacy and numeracy, and, unlike school settings, is a popular activity for the demographic this inquiry is concerned about. With support, this could be a way of providing educational opportunities in a way that is accessible and effective.

Recommendation: that adequately resourced internet/computer rooms be made available to the Indigenous communities in remote areas through resourcing Shire youth work programs to provide them.

Additionally, CAYLUS are promoting the Central Land Council Ranger program as an opportunity to create employment in which local Indigenous people have a clear advantage over any other group. The work undertaken by Rangers involves living and working in Indigenous areas, and understanding local ecological and environmental factors. Clearly, if the local Indigenous youth can be given the opportunity to engage in such programs, there is the potential for them to develop work skills and ongoing employment. This process will take time, but we are promoting it in the following way:

- a) school level engagement with primary age children in remote communities, through a Tangentyere education program called Land and Learning. This is a curriculum add on which teaches biological and botanical science. It involves local elders in the program, and also local Rangers as role models. We have supported this in numerous communities throughout the region.
- b) Youth program engagement through a Junior Ranger program, which is an add on activity to youth programs involving specific Ranger activities being provided to interested young people, such as going out camping, shooting feral animals, vegetation surveys and burning off. We are currently in negotiation with the Shires about this program.

- c) Assisting the CLC develop Ranger programs in remote communities, which provides ongoing support and ranger training. A recent example is how CAYLUS assisted the CLC in community negotiations to implement a ranger program in the Papunya community in 2010.

In the longer term, Indigenous Land Use agreements can provide contract employment for these groups. There is also potential for contracts regarding the control of feral animals such as camels and horses in the region. Again, this is a prevention model that could be implemented across Australia that has the potential to provide meaningful and appropriate employment for Indigenous youth in remote communities.

Recommendation: That remote communities be resourced through the local Land Council and Shire to provide the above structured path through school, youth program and into Ranger employment.

4. How the Ilpurla and Mt Theo outstation programs provide diversion of Indigenous people from incarceration and crime.

CAYLUS supports two outstation rehabilitation programs, which are core funded by OATSIH. These provide culturally appropriate residential programs for people as an alternative to imprisonment. Many young people who are committing crimes are also involved in heavy substance misuse. In many cases the two issues are inseparable, Mt Theo and Ilpurla provide an effective solution to this by providing treatment for drug and alcohol issues at the same time as providing deterrents and rehabilitation from patterns of offending. These programs are unique, and as such, have some problems being understood by the funding body, which is more used to non-Indigenous models of rehabilitation. These family run programs rely less on structured counseling, and more on role modeling, and the provision of a safe, culturally appropriate setting where people can live.

The program at Mt Theo has now operated for over 14 years and has grown increasingly advanced over that time. In addition to operating the residential program at the Mt Theo outstation it operates a range of developmental, preventative and diversionary initiatives in Yuendumu and surrounding communities. In many ways we are able to look to Mt Theo as a good practice model for what can be achieved for young people and families through a sustained youth development process. Recent aspects of the program include a full time youth counseling and mentoring service called Warra Warra Kanyi (WWK) based in Yuendumu, which provides structured and professional counseling in a Warlpiri setting for many clients post Mt Theo. The program is staffed by a qualified "whitefella" counselor and local elders/youth mentors. Staff work closely with NT Remote Mental Health. Some clients are court ordered to participate with WWK, some are ordered to Mt Theo, some both and some participate voluntarily depending on identified client and community interest. There has been a strong positive response to WWK from other agencies such as Mental Health, other youth services, clinics, courts, police etc.

Ipurla is an outstation based program, with some aspects of the latter stages of community reintegration also provided in a remote Indigenous community Wallace Rockhole. It is run by the Abbott family, who have been providing this support to the community for more than 30 years. The clients come from a number of sources, including family referrals, which is a good way to address problematic behaviors without having to involve the individual in the criminal justice system. Clients also come as NT Corrections referrals, and through the NT Department of Health under Mandatory Treatment Orders under the NT Volatile Substance Abuse Prevention Act. They are integrated into the cattle work at the outstation and are supported by the Abbott family while they learn to live without inhalant abuse. There are inhalants at the outstation, but they are not allowed to be abused. It is part of the Ipurla treatment system to get people used to living with the temptation of inhalants and learning to resist, rather than providing a place where there is no temptation and therefore no opportunity to learn to live in the “real world” where inhalants are around. Some station work is done, but the primary focus is on integrating the client into the Abbott extended family and thus into the development of positive social behaviors and norms. The most important aspect of the treatment is the role modeling provided by the Abbott family of Indigenous people living and working without substance abuse.

The main problem with residential programs that are not run in settings recognizable to the client is that it is difficult for the client to transfer whatever insights they might glean back into their home environment. These services outlined above are part of the Indigenous domain, and as such, clients feel comfortable there, and learn behaviors that they can apply at home. Thus, part of the support they provide for people is that there is not the phase change when they find themselves back in an Indigenous setting. However, the obvious advantages are problematic for the funding bodies, which are not accustomed to services being provided in this way and in that setting. CAYLUS and the Mt Theo team attempt to mediate between these expectations, with varying degrees of success.

CAYLUS provides support to these diversion programs, particularly Ipurla as that program has limited administrative capacity, by undertaking administrative work, logistical support, applying for grants, assisting with sourcing funding and whatever practical support is needed to keep the programs operational. The programs are unique in the NT and possibly in Australia, and provide a resource that can deal effectively with the most difficult client group.

Recommendation: That support is provided to these programs to ensure they continue to operate.

5. A potential cross-jurisdictional issue that may affect responses to young people in Central Australia who are offending and have substance misuse issues.

As outlined above many young people who are offending also have significant substance misuse issues, the programs at Mt Theo and Ipurla provide a useful mechanism to deal with this as they address both offending and drug and alcohol issues. There is a

possibility at the moment however that funding that is core to both of these programs operations could be lost between the health and the criminal justice systems. The funding in question is a \$350,000 grant provided to CAYLUS by the Commonwealth Attorney General Department under the Petrol Sniffing Strategy. The funds provide a brokerage to pay the food, bedding and program costs of clients attending these programs. Where funds are not available through any other source CAYLUS provides around \$300 per week per client and some set up costs so that people in need don't miss out on access to treatment and diversion. There are currently no NT Government funds available to do this and the projects do not receive OATSIH funds to cover these costs.

The availability of these funds has lifted a considerable weight in the operations of these programs who previously didn't have funding to feed their clients. The model of a regional brokerage is also important as the funds follow the client, and can support clients exiting services and in returning to their home setting. However the first three years of the Petrol Sniffing strategy are now complete CAYLUS understands that the role of the various departments may change and that responsibility for this project may move from Attorney Generals to Health. We are concerned that the continuation of this project may get lost if health don't pick it up immediately, that expectations could differ between departments or that there could be a lapse in funding. Given that a majority of supported clients have a mix of both offending and drug and alcohol issues we would see that the program could legitimately continue to sit with the Attorney Generals department and that this would minimise the likelihood of disruption.

Another project that may be effected in the same way is the position in CAYLUS that undertakes this work is funded by the Federal Attorney Generals Department. The funding provides a salary, some money for promotional and educational programs, such as radio messages in Indigenous languages and some other operational funds – a total of \$90k.

As outlined above, this project also prevents crime and substance abuse. We are concerned that the funding might be relocated from AGs to another Department, with the possibility that expectations could differ or that there could be a lapse in funding.

Recommendation: That Attorney Generals Department and DOHA ensure continuity of the CAYLUS Diversion and Rehab Brokerage project and Volatile Substance Supply Reduction Project and that the responsibility for the project is not lost between the departments

Attachment 1

About The Central Australian Youth Link Up Service

Mission

To support community initiatives that improve quality of life and address substance misuse affecting young people in Central Australian remote communities and town camps.

Background

CAYLUS started as a petrol sniffing prevention project in November 2002 from funding committed by the Howard government in response to a series of articles about petrol sniffing by the journalist Paul Toohey in *The Australian*. In its early years the program employed two community development workers and a caseworker.

CAYLUS supported interventions have included rehabilitation projects, youth programs, a responsible retail of solvents program, night patrols, policing initiatives, football carnivals, video and radio projects, and more. Whilst many supply-reduction measures specifically targeted inhalants, the demand-reduction measures such as development of community-based youth development programs have had a myriad of other health, substance misuse prevention and community safety outcomes.

CAYLUS staff worked closely with families to facilitate access to rehabilitation programs and worked with these services to varying degrees to help develop their programs and services.

Alpuerrurulam

CAYLUS was first contacted by Lake Nash (Alpuerrurulam) Council in response to outbreaks of petrol sniffing in the community. Some visitors to the community had been sniffing there and some local youth had also started experimenting. Families and workers in the community were concerned and got together on several occasions to have visitors back to NT and other communities. Mostly this slowed the sniffing for a while and local youth didn't sniff once this had happened. After several outbreaks, community members asked CAYLUS to assist them in getting Opal Fuel. They were also concerned that there were few recreational activities and opportunities available to young people in the community. Since the introduction of Opal there has been only sporadic sniffing in the community.

There are nearly 150 young people and children in Lake Nash and CAYLUS has been working with government and the council to try and improve opportunities and supports for youth in the community through developing a youth program. There is a sport and recreation program and staff have recently changed over. Anna Florio is the new worker and Anna says that

Lake Nash

describes limited program resources, community members value and support activities for young people and actively engage in running activities for youth. One of the initiatives Anna is supporting is a community newsletter and she has just finished the second edition.

CAYLUS has been working with the Alpuerrurulam community to try and pull together funds for a full-time youth worker to work in the community. Our experience is that the minimum level of resources required for a youth program in a community like Alpuerrurulam is 2 youth workers with suitable housing, 2 program vehicles and a youth program centre such as a Rec Hall and money to employ local casual workers. CAYLUS will continue to support Alpuerrurulam in working toward this model, which is the basic level of services needed to start addressing the underlying causes of sniffing.

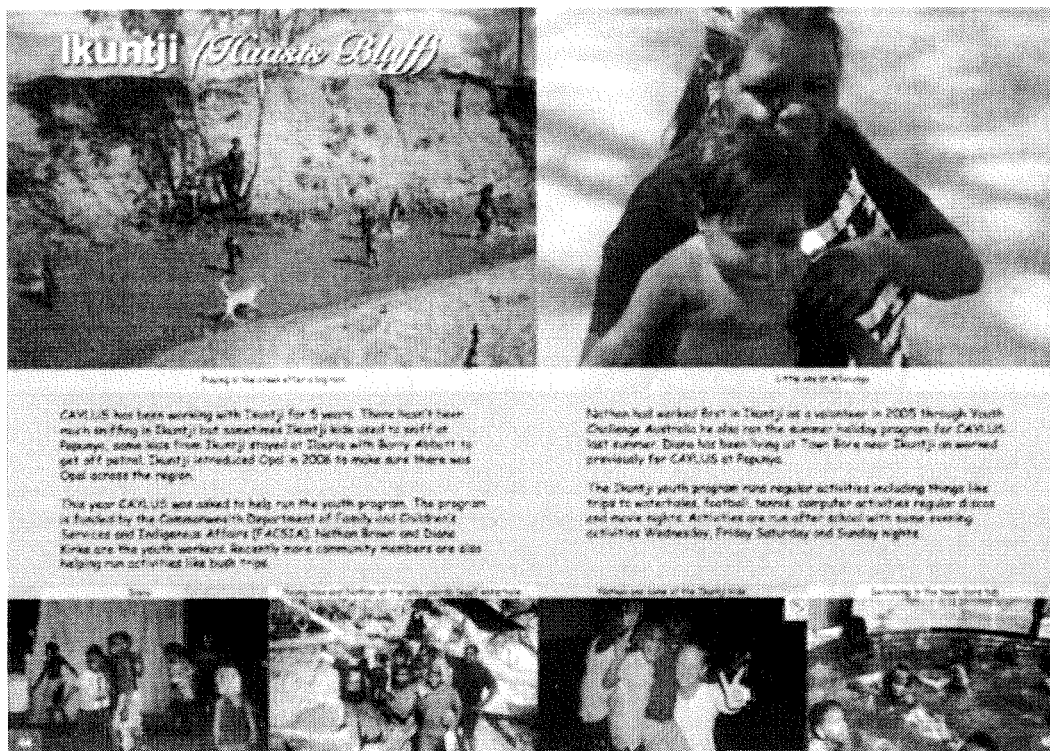
CAYLUS also helped the community to secure funds through the Aboriginal Benefit Account (ABA) and NT Health and Communities Health to run holiday programs in the community. We engaged Robin and Malika from Multivision Media who ran a fantastic program with help from the Workers Centre, Council and store. The program ran for 4 weeks in the winter break and included daily activities for all ages and families.

To Contact Anna Florio, Alpuerrurulam community, Sport and Rec worker, phone 07 4 7446 044.

For more information please contact CAYLUS on 08 8250 1000 or visit our website at www.caylus.org.au

Legislation

CAYLUS staff worked with other stakeholders to advocate to the Northern Territory government for a range of measures including better data collection, better policing around petrol sniffing and better rehabilitation options. This resulted in the introduction of the NT Volatile Substance Abuse Prevention Act 2005 and a complementary investment in support programs by the NT government. One of the most useful outcomes of this legislation is that it gives communities the ability to make possession of sniffable petrol illegal altogether within their bounds, thereby making petrol dealing far more difficult.



Opal Fuel

Staff initially promoted use of aviation gas as a non-sniffable fuel, along with promoting the use of the Misuse of Drugs Act (NT) to prevent dealing. The workers offered a hotline service whereby community members were able to name dealers of petrol. 12 dealers were reported to police in this way in the first few months of the service. With the advent of Opal fuel in 2005, it became feasible for the first time to implement a non-sniffable fuel across the region. CAYLUS staff worked with communities promoting the use of the fuel. They also advocated for a change in Commonwealth government policy, first to allow roadhouses to use the fuel and eventually to support a region wide rollout in Central Australia. Although data collection has been patchy, staff estimate at the time of writing that numbers of people sniffing in the region have been reduced from 500 to less than 20 as a result. Staff continue to work toward rolling out youth programs to all communities in order to engage youth who were previously sniffing in positive activities and programs.

Governance

The project is overseen by a reference group of organizations and key stakeholders from the region:

- Central Australian Aboriginal Congress
- Papunya Community
- Drug and Alcohol Services Association (DASA)
- Mt Theo-Yuendumu Substance Misuse Aboriginal Corporation (MYSMAC)
- Alice Springs Youth Accommodation Support Service (ASYASS)
- Tangentyere Council
- NPY Women's Council
- Ilpurla Outstation
- Waltja Tjutanku Palyapayi
- Pintubi Homelands Health Service
- Mt Liebig community

Communities serviced

CAYLUS services the following communities, which are spread geographically over more than 600,000 square kilometres:

- Alice Springs
- Ampilatwatja
- Aputula
- Areyonga
- Bonya
- Docker River
- Harts Range
- Hermannsburg
- Kintore
- Lake Nash
- Mt Liebig
- Mutitjulu
- Nyirripi
- Papunya
- Titjikala
- Willowra
- Yuendumu
- Mt Theo and Ilpurla and outstations

In addition CAYLUS has provided assistance to the communities of Ali Curung, Balgo, and Amoongana.

Activities

For many years CAYLUS was the only service that provided support in relation to inhalant abuse to remote communities in the Central Australian region. In recent years some additional Commonwealth and NT funded treatment and diversionary services have started, partly as a result of CAYLUS work. CAYLUS now employs three community development

workers, who work with remote Indigenous communities to create education and treatment strategies that address substance abuse particularly by young people. We also employ a caseworker, a supply reduction worker and a youth program support worker.

CAYLUS support includes:

- development of community plans to address the substance abuse,
- assistance in locating funding to support community actions,
- coordination and funding of training for youth workers and community members,
- work with retailers to support responsible sale of solvent,
- education about the consequences of inhalant and other substance abuse,
- networking communities with existing service providers,
- production of indigenous language resources,
- a media strategy to complement other activities,
- advocacy to promote useful strategies to address substance misuse affecting youth, and
- casework to assist individual youth.

School holidays

The school holidays are widely recognised as a time of increased substance abuse, violence, self-harming behaviour and injury for young people in Central Australia. As a part of on-going activities CAYLUS has been coordinating resources, staff and money for summer and mid year school holiday programs since its inception.

Current Initiatives

Youth Infrastructure Upgrades

One of the biggest obstacles in terms of developing youth services is lack of essential infrastructure including houses for youth workers, recreation halls and facilities to work in and program vehicles. CAYLUS currently estimates that the cost of bringing this infrastructure up to standard across the service region at \$17 million.

In early 2008 we succeeded in gaining a \$3million contribution towards this need from the Aboriginals Benefit Account (ABA), a mining royalties fund set up under the NT Land Rights Act. We have subsequently commenced upgrades on the most pressing sites and are on schedule to complete works by Dec 2009.

As well as the infrastructure, there is a need for youth program resources, such as computers to improve the literacy and numeracy skills of participants, music and recording equipment to engage the older at risk youth in positive activities, sporting equipment to promote healthy activity, and a host of other operational needs.

CAYLUS continues to work with government and other agencies towards addressing these needs.

Workforce development

A key challenge across all sectors in the region is the recruitment and retention of quality staff. In a cross language and culture environment skilling up new workers requires lots of resources. It also a high stress environment and that means that the resources programs have invested in terms of developing staff can be lost with alarming regularity. Some additional challenges when working with children include ensuring all safety requirements in terms of criminal history and working with children screenings are met.

In order to address some of these issues CAYLUS is working with employer agencies across the region supporting youth workforce development initiatives.

Some of our work in this area to date includes:

- Developing volunteer placement as a way of improving the pool of potential workers;
- Making links with universities and partner organisations to develop student placement schemes and encourage appropriate graduates to apply for work in the region;
- Providing a regional coordination point/knowledge base that employers and potential workers can both access; and
- Working with government and employers to improve conditions and support for workers, including provision of professional supervision, counselling and emergency support.

Staff

Blair Mc Farland CAYLUS Coordinator

Blair has worked with remote communities in Central Australia on community justice issues for more than 20 years. He lived at Papunya for four years and has first-hand experience of life in traditional Aboriginal communities. He worked for eight years as a Probation and Parole Officer with the Western Desert as his field area. Following this, he worked for Tangentyere Council establishing the Remote Area Night Patrol Support Project, which assists remote communities establish and resource Night Patrols. Due to this long association with the communities, and his continuing commitment to social justice, he is well known in the region. He recently received the 2008 Prime Ministers Award for Excellence in the drug and alcohol field.

Tristan Ray CAYLUS Joint Coordinator

Tristan joined CAYLUS in 2003 prior to this he worked with young people in Community Media Production for over 10 years. He lived in Yuendumu for 4 of these years working as a training coordinator at Warlpiri Media Association. In this time he worked to establish the Pintubi Anmatjerre Warlpiri (PAW) Radio Network, this service now spans 11 communities. Tristan is currently studying a Masters of Applied Anthropology and Participatory Development through the ANU.

Phil Hassall CAYLUS Caseworker

Phil moved to the NT in 1987. In that time he worked for 8 years for NT FACS in the remote team, establishing the Adult Guardianship and Good Beginnings programs in Alice Springs and worked as a probation and parole officer for NT correction. Phil has a law degree and Degree in social work. He joined CAYLUS in 2004.

Yarran Cavalier Juvenile Diversion Unit Youth Program Support Worker

Yarran has lived in the NT since 1992 and has worked in a number of remote communities working in various capacities including; youth program provision, aged care, pre-school teaching and establishing a youth diversionary ranger program. He has lived with his partner and three girls at communities including Maningrida, Docker River, Yuelamu, Areyonga and Nyirripi.

Anna Flouris CAYLUS Community Development Worker

Anna joined CAYLUS in 2009; her role is to support remote communities to deal with sniffing, especially by developing youth programs and supply reduction. She lived in Lake Nash for 2 years, first working as a youth worker and then the Regional Sport and Recreation Coordinator for the Barkly Shire Council. In the last 10 years Anna has worked in Indigenous health, international development and training GPs/doctors.

Emma Trenorden CAYLUS Caseworker

Emma has been living in Alice Springs and working with young people in Central Australia for six years. She has worked with remote communities in the SA/WA/NT cross border region through NPY Women's Council Youth Team. She has also worked with young people in Alice Springs town camps through her work with ASYASS, coordinating their Youth Drop In Space, and now with CAYLUS as a Caseworker. Her previous role with CAYLUS involved working with retailers to implement supply reduction measures around glues,

paints, aerosols, and other volatile substances.

Majella Bowden CAYLUS Supply Reduction Worker

Majella joined CAYLUS in 2009 after completing a double degree in Arts and Education.

Majella was born and raised in Alice Springs and has ties with Pitjantjatara, Luritja and Arrernte families in Central Australia. She is passionate about Indigenous education, and also has experience in cross-cultural training. Her work with CAYLUS involves engaging with local retailers to ensure the effective supply reduction of volatile substances in Alice Springs.

The provision of support and advocacy for Indigenous young people on a regional basis – the CAYLUS model

Introduction

The Central Australian Youth Link Up Service (CAYLUS) provides a service which links young people (aged 5 – 25 years) to diversionary activities and drug and alcohol treatment programs; and which links remote communities with assistance in offering their young people an enhanced quality of life through addressing the lack of diversionary and treatment options. It receives funding from a wide range of sources, with core funding of \$425,580 being provided by the National Drug Strategy and Combating Petrol Sniffing from the Commonwealth Department of Health and Ageing, a further \$165,000 from the Department of the Attorney General, and \$88,000 from the Juvenile Diversion program. CAYLUS is located in Alice Springs, and is part of Tangentyere Council, an organisation which primarily provides services to the town camps located around Alice Springs.

The region served by CAYLUS is covered by four local government Shires – the Barkly, the Central Desert, the MacDonnell and the Alice Springs Shires. Together these Shires cover 873,821 sq kms with over 30 main communities¹. Most of these communities have amenities consisting of a single shop, a school (to early secondary level), a health clinic and varying levels of sport and recreational infrastructure. Excluding Alice Springs, the region has a population aged 5 – 25 years of approximately 4450 Indigenous young people living in remote communities². These young people have an average median income of approximately \$215 per week³, which is less than half the national median weekly income. The average life expectancy for the Northern Territory is 57.6 years for men, and 65.2 years for women, which, again is substantially less than the national figures⁴.

The region is populated by people of the Pintubi, Luritja, Warlpiri, Pitjantjatjara, Anmatjere, Altyawara and Arrernte, groups. English is spoken as a second language through much of the region. Many of the people living in the region follow a traditionally oriented lifestyle in which hunting, gathering and ceremonial activity play important parts in everyday life. The region is also characterised by high levels of alcohol use, with the Northern Territory as a whole consuming 13.82 litres per capita (national average 9.32 litres per capita), and consumption rates in Central Australia

¹ Local Government Regional Management Plan, 2008;

http://www.localgovernment.nt.gov.au/data/assets/pdf_file/0004/57073/Final_CENTRAL_AUSTRALIAN_REGION_RMP_09.pdf

² 2006 Census – this is likely to be an underestimate due of the difficulty is gaining accurate assessments as reported by the Australian Bureau of Statistics. The population of young people in Alice Springs has been excluded from this total because CAYLUS principally provides services to young people from remote communities who are in Alice Springs for the purposes of substance use.

³ *ibid*

⁴ *ibid*

being higher than average for the Northern Territory (15.5L per capita)⁵. There are also high levels of use of marijuana with 24.4% of people over the age of 14 years reporting using marijuana in the last 12 months (national average 12.9%).⁶ Petrol sniffing has also been an issue in the region, with 244 young people documented as sniffing petrol and other solvents on a regular basis between the years 2005 and 2007.⁷

The region is therefore characterised by vast distances, considerable levels of poverty, poor infrastructure, low levels of educational attainment, poor health, and high levels of substance use. The data available does not allow for an accurate picture of the lifestyle of young people in the region to be drawn. However it is safe to assume that at the lower end of the age range targeted by CAYLUS (5 – 12 years) are negatively impacted by the conditions of life described above, and at the higher end (12 – 25 years) they are participating fully in the pattern of life prevalent in the region.

The CAYLUS model

CAYLUS's primary role is to work towards the improvement in the quality of life for young people living in remote communities in Central Australia. They achieve this through implementing two key strategies. The first of these is to assess gaps in service provision to young people in the region, and to fill those gaps through a mixture of direct service provision, supporting other service providers, and advocating with policy makers to address the needs in the sector. CAYLUS hold a pool of money known as 'brokerage funds', which it is able to deploy quickly in order to cover immediate and vital gaps in service provision on communities. The second key strategy is to identify issues which have a negative impact on the lives of young people, and implement strategies to address those issues. Examples of this are working towards reducing the supply of drugs and alcohol, and particularly of unleaded petrol; and working to improve the capacity of the network of appropriate drug and alcohol treatment services.

CAYLUS currently has a staff of six, which is a small team with which to address such entrenched and difficult issues over a large area. The model through which CAYLUS implements its' two key strategies is to gather information, respond to requests for assistance, and to function as a point which links stakeholders together so that they can work more effectively to address specific issues. For example in supply reduction of volatile substances they have formed linkages between suppliers, retailers, police, service agencies and consumers in order to reduce easy access to sprays and glues which are on sale in Alice Springs. This has resulted in a substantial drop in levels of volatile substance misuse in Alice Springs. In the area of demand reduction they link youth programs with support structures, and funding bodies and the wider political environment in order to increase the number coverage and quality of youth services in the region.

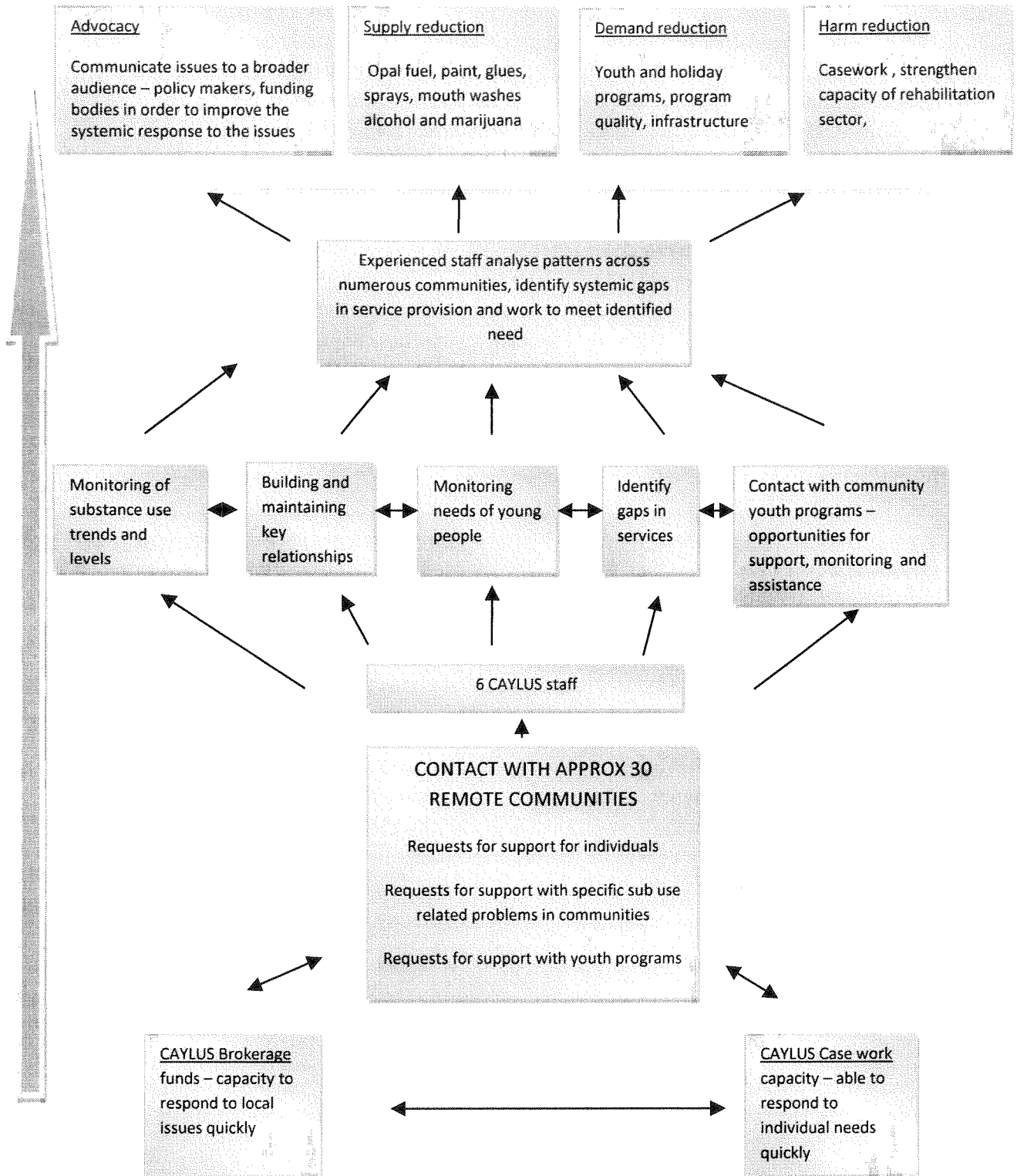
⁵ Northern Territory Treasury, 2004 a, in Alcohol and Other Drugs Program Profile of Services and Intervention Report, HMA and Associates, 2005

⁶ Australian Institute of Health and Welfare, 2002a

⁷ d'Abbs and Shaw, Data collection for the petrol sniffing prevention program, 2007

Underpinning the implementation of the two key strategies is the base level of the work done by CAYLUS, which is in the field of individual harm reduction – casework. CAYLUS employ a full time caseworker, and actively manage approximately 20 cases at any one time. This work on the individual level functions to inform CAYLUS of current trends in sniffing and other substance use, the needs of individuals, and the barriers to meeting those needs – that is an intimate picture of what is going on ‘on the ground’. The individuals and their families also provide linkages between CAYLUS and their home communities in remote areas. Through these linkages CAYLUS derive further information on the lives of young people on remote communities. Their staff become known as points of contact for youth issues. This leads to both advocacy and potential service provision roles.

Figure 1: The CAYLUS Model



CAYLUS has now been operating for seven years, and wherever possible, employs staff who are already well known in the communities before their tenure with CAYLUS. The result of this is that they have personal relationships with the senior Indigenous and non Indigenous decision makers in most communities in Central Australia. In conjunction with contacts made through casework, this network of relationships enables regular contact with these communities. CAYLUS therefore receive requests from communities and individuals for support in specific circumstances, and are able to access senior Indigenous and non Indigenous people to quickly establish the parameters of any situation and negotiate solutions. Such requests lead to the direct service provision undertaken by CAYLUS, and to the provision of support to other agencies. An example of this is that communities regularly contact CAYLUS when they have a group of young people sniffing solvents. CAYLUS then visit the community, talk through the options for action with senior Indigenous and non Indigenous community members, and then arrange immediate action. The action in this case is often to facilitate the placement of leading sniffers with an outstation rehabilitation program, which generally leads to a cessation of sniffing activity.

The ongoing provision of case work service and the existence of the network of contacts across communities and service provision organisations in Central Australia has led CAYLUS to develop expertise in the provision of services to young people in remote communities. This is primarily in the form of 'youth programs', which typically provide diversionary activities in the form of arts, crafts, sport and multi media. These youth programs are provided in both ongoing, and school holiday contexts. CAYLUS's role in the provision of youth services is both to directly provide services, and to undertake a range of activities that improve the quality of services run by other agencies. Examples of this are assistance with recruitment, provision of job descriptions, de-briefing workers, assistance with particular events and provision of equipment and logistical support.

Involvement in the provision of youth services for a number of years has resulted in CAYLUS developing an awareness of the structural barriers to the provision of quality youth programs in remote areas. They have therefore expanded their operations to overcome some of these barriers. They are currently doing this by sourcing funds and procuring the creation of infrastructure such as recreation halls and accommodation for youth workers in remote communities; by undertaking a workforce expansion program through liaising with the tertiary education sector to promote the sector to students, and by arranging systems of work experience for students studying relevant disciplines.

Their knowledge of the needs of young people who are abusing drugs and alcohol in Central Australia has also led CAYLUS to recognise the lack of access to appropriate rehabilitation services. They have therefore become involved in providing support to remote outstation rehabilitation centres which are the services that best suit the needs of young people from remote areas. The support provided to the two major services of this type in Central Australia is in assistance with logistical issues, financial support and advocacy.

Major achievements of CAYLUS

CAYLUS started in late 2002 with a single staff member, a small budget of and no vehicle. In the intervening years it has grown to six full time positions, seven vehicles (many of which are on long term loan to youth programs in remote areas) and a total annual operational budget of approximately \$678,580 . During the seven years of operation CAYLUS has had major achievements in the following fields.

Petrol sniffing and other volatile substance misuse

The number of people sniffing petrol in the remote communities of Central Australia has dropped from 244 in 2005 – 07, to 9 in 2008⁸. This decrease has been attributed to the almost universal use of Opal fuel, which is specifically designed and produced because it has no hydrocarbons, and therefore does not produce intoxication when sniffed⁹.

CAYLUS played a key role in advocating for the need for a complete regional rollout of the fuel. In 2005 they formed what was known as the Opal Alliance which was a lobby group comprised of another non government organisation, and a major commercial operation in Central Australia. This group commissioned a cost benefit analysis of a widespread roll out of the fuel from Access Economics, a conservative economic think tank. This study clearly showed the economic cost of sniffing, and therefore the economic gain of putting in place a measure that would drastically reduce the levels of sniffing in the region. In 2006 the Department of Health and Ageing agreed to the widespread rollout advocated by the Opal Alliance. Since that time CAYLUS have continued to educate communities about Opal fuel, and to monitor outlets that continue to sell unleaded petrol (ULP).

In addition to their work in supply reduction measures for petrol, CAYLUS have also worked on supply reduction for volatiles in Alice Springs. This has been necessary because volatile substance users came to Alice Springs to access volatiles when ULP was no longer available in their communities. CAYLUS has employed a full time staff member to work with retailers, police, suppliers and consumers to monitor volatile substance use levels and trends in Alice Springs, and to design and implement effective supply reduction measures.

Building the capacity of youth services in Central Australia

In 2002 the provision of youth services in the remote communities of Central Australia was sporadic, with only five communities having a youth service, and in two of these five, the service delivered was only occasional. Most communities had some funding from sport and recreation grants, however typically they struggled to recruit and supervise workers to the positions available. Some communities obtained specific funds, however these programs tended to run for short periods and then collapse.

⁸ D'Abbs and Shaw, Evaluation of the Impact of Opal fuel, 2008

⁹ *ibid*

CAYLUS has addressed this situation by working with Community Councils, and more recently the new Shires to assist with recruitment, resourcing and funding programs. They utilise four main strategies to achieve this:

- Employment of a full time staff member to support youth workers in remote communities to improve the quality of their programs. This is done through through community visits to provide assistance with specific events, de-briefing, mental health first aid training, and coordination of logistical support from Alice Springs.
- Direct provision of youth programs (as distinct to holiday programs) to 11 of the communities in the region for various periods; direct provision of school holiday programs to 20 communities in the region over a number of years;
- Access funding for youth initiatives across the region.
 - \$1m disbursed in brokerage fund for fast and flexible support to individuals and youth programs since 2002;
 - \$\$1.458m sourced and administered through CAYLUS for youth programs since 2002; and
 - \$2.961m provided to other youth services providers where CAYLUS supported the application and assists with the implementation of the program through provision of expertise and logistical support
 - Total of \$5.419m disbursed to support young people in rehabilitation and to provide youth programs across the region
- Access funding for the construction of infrastructure for youth programs
 - \$3.34m accessed and administered for the construction of youth related infrastructure (recreation halls and staff housing) for 12 communities in the region;
 - assisted access for \$2m for the refurbishment of an outstation rehabilitation centre
 - Total of \$5.5m accessed for improvement of infrastructure for program delivery to young people in the region

CAYLUS has also played a pivotal role in increasing the total funding for young people's programs to the region. As part of their advocacy work for the regional implementation of Opal fuel for supply reduction purposes, CAYLUS also strenuously and successfully advocated for increased funding for youth programs for diversionary activities¹⁰. When the Commonwealth Government made the decision to fund the regional rollout of Opal fuel in 2006, they also allocated \$3m to the provision of

¹⁰ Urbis Keys Young, 'Review of the first phase of the petrol sniffing prevention program', 2008

diversionary activities in the Northern Territory¹¹. This funding was augmented in 2007 by the additional of \$12m to fund diversionary activities for the four communities in the southern region of Central Australia¹². Finally in 2008 a further \$5.4m was made available through the Department of Families and Communities, Housing and Indigenous Affairs for youth projects¹³. The funding was made available through the Northern Territory Emergency Response. This brings a total of \$19.6m into the Northern Territory for the provision of additional youth services.

Improving the capacity of remote rehabilitation treatment services in Central Australia

The Central Australian region has two remote residential rehabilitation services – Ilpurla and Mt Theo. Both these services offer culturally based residential rehabilitation for young people from throughout Central Australia. They are a vital element of the response to young people's substance use in the region because they offer a place where young people can go and receive assistance by in an environment controlled by senior people from within their own culture.

Both of these services face the challenges of running a service in an extremely remote environment, and trying to incorporate traditional Aboriginal values and practices into their program; while still meeting the financial and accountability requirements y required by funding bodies.

CAYLUS has worked in several ways to improve the capacity of these two services through implementing the following strategies:

- Accessing funding from the Department of the Attorney General to pay the food, transport and equipment costs for individual clients;
- Coordinating referrals to the services from the Justice system, Indigenous families, the Alcohol and Other Drugs services in Alice Springs and the Department of Family and Community Services;
- Assisting with sourcing funds for wages and equipment for both services;
- Advocating both the need for, and the benefits of remote rehabilitation services

Conclusion

CAYLUS have delivered a holistic substance use service to the remote communities of Central Australia for seven years. They have developed a model that has its roots in delivering a flexible,

¹¹ Minister for Health and Ageing and Minister for Immigration and Multicultural and Indigenous Affairs 2005; Wilson 2005

¹² Urbis Keys Young, 'Review of the first phase of the petrol sniffing prevention program', 2008

¹³ Monitoring Report – Measuring the progress of NTER activities, FaCSHIA;
http://www.fahcsia.gov.au/sa/indigenous/pubs/nter_reports/Documents/monitoring_report_2/part3.htm

speedy and responsive service based around satisfying requests for assistance from its constituents; and then synthesising the knowledge built up through this process to advocate for a strengthening of the government response to the issues faced by young people living in remote communities in Central Australia. They have been very successful in delivering successful supply, demand and harm reduction services to the region.

It is important to examine the basis for their success, to investigate the key factors that have delivered such benefit to the region with a view to seeing if they can be replicated in other areas. A recent evaluation which obtained feedback from numerous stakeholders identified the main success factors as :

- the experience and longevity of the CAYLUS staff;
- their ability to disburse funds in a fast and flexible fashion to meet immediate needs;
- the network of personal relationships that CAYLUS staff have developed with key stakeholders throughout the region.¹⁴

These three factors can all be replicated in other regions. The first can be achieved by careful recruitment of people with existing experience of youth services within the target region, the second through negotiation with funding bodies and the third by allowing a project time to mature within a region.

¹⁴ Shaw, 'An evaluation of CAYLUS – 2007 – 2009, 2009, unpublished