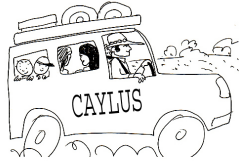


**Tangentyere Council
Central Australian Youth Link-Up Service
(CAYLUS)**



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Monday, February 23, 2009

Supplementary Submission to the Inquiry into Petrol Sniffing and Substance Abuse in Central Australia Jan 2009

This is a supplementary submission to the Senate Committee to provide additional information requested by the committee during the Alice Springs hearings and give an update on recent issues.

Attachment 1 is an up to date costing of need in the region. In this document we have attempted to document the program and infrastructure needs required to bring community projects up to a base standard. We have attempted to cost this need across the whole region including non-8 point plan communities. Our aim has been to strike a balance between proposing very scaled back and basic resources (which in many communities would be better than what's currently available) and more expensive but better quality infrastructure and program models (which will provide more sustainable and productive youth programs).

Attachment 2 is summary of the current funding sources and reporting obligations of CAYLUS

Current issues in the region

Lack of support for youth programs

The Australian Government developed an approach to petrol sniffing which entailed the 8 Point Plan. The eight points involve the development and distribution of Opal fuel, development of youth activities, communication, consistent legislation, adequate policing, community capacity building, rehabilitation and evaluation.

In relation to the development of youth activities, there has been little progress outside the original four communities. When CAYLUS and NPY outlined the regional needs to the federal government prior to the creation of the 8 point plan, we emphasised that there needed to be alternative activities provided along with Opal to address the underlying

issues and prevent the youth finding another substance to abuse. This is simple common sense. This particular issue was the subject of the CAYLUS Supplementary Report to the Senate's first enquiry. This has not happened. The recently completed Opal Impact Analysis which was commissioned by the Commonwealth Government confirms this;

Executive Summary of the “*Evaluation of the Impact of Opal Fuel*” written by Peter d’Abbs and Gillian Shaw for the Commonwealth Department of Health and Ageing, October 2008 : Section 1.2 Results

- there has been no coordination between the provision of Opal fuel and access to youth services in communities in the sample;

The provision of these youth development services is the key issue in the prevention of either a return of inhalant abuse or other forms of substance abuse in the vulnerable population in the region. Despite a large amount of funding being spent in the region, little has been targeted to provide the infrastructure to provide ongoing services. Much has been spent on short term programs, and infrastructure such as BMX tracks that are in no way key resources. As stated, CAYLUS has provided CAPSSU and any other interested government department with a regional needs analysis outlining the actual priorities in the region. To date, there has been no systematic plan developed to meet these fundamental needs. When the \$55 million was announced for the 8 point plan, service providers in the region rejoiced, as this investment could have seen the infrastructure needs in the region fully met, plus the operational needs met for many years to come. Unfortunately, this has not been the case, and we are concerned that at the end of this federal funding allocation, the region will not be substantially better off than before.

2 Lack of support to Ilpurla

Another of the 8 points is rehabilitation. Under the 8 point plan, \$2 million was allocated to DASA in Alice Springs to make rehab beds available to inhalant clients. To date, no inhalant client has successfully completed a mandatory treatment order there. This came as no surprise to local agencies, who are aware that this client group will not stay at an urban treatment centre voluntarily. This was the experience when DASA accepted involuntary clients into its previous rehab facility. However, no consultation in relation to regional planning of rehab support was done that involved CAYLUS, and this allocation was made.

At the same time, Ilpurla Outstation, an OATSIH funded rehabilitation outstation has been ignored by CAPSSU. Despite being invited to visit the outstation by CAYLUS, as far as we are aware no-one from CAPSSU has even attended the outstation to view the important work of this program.

Ilpurla is the backbone of the inhalant rehab system in the NT. This organization takes any client from any background, whereas Mt Theo can only take Warlpiri clients for

cultural reasons. For this reason, clients are sent by the NT Government to Ilpurla from all over the NT on mandatory treatment orders, bail and correctional services court orders. CAYLUS has been supporting Ilpurla since 2003, and we have a good and effective relationship.

We currently administer a Federal Attorney Generals grant that provides the funding needed for Ilpurla to accept clients. This funding has meant Ilpurla has been a responsive and flexible placement option for inhalant abusers. Without Ilpurla, there would be nowhere to place individuals who have chronic inhalant abuse habits and they would present ongoing problems to the community.

Ilpurla is run by Barry Abbott and his family. This group has great cultural authority, but few administrative skills, and the organization needs targeted support for it to continue. At the moment, their lack of administrative capacity could have lead to a situation that threatens the ongoing capacity of the service. CAYLUS will continue to provide support to try to keep Ilpurla open as we know how crucial this service is, but we wonder why so far into the 8 point plan this key resource has received so little support from the initiative?

3 Good News in Balgo

We are aware that a number of the Senators have visited and take great interest in Balgo Community. Due to good work at the community and the support of the Dept of Health and Ageing and the Commonwealth Attorney Generals Department Balgo is one example of a community where things are looking up for young people and families.

Over summer the directors of Wirrimanu Aboriginal Corporation (WAC) worried at the long upcoming summer break asked CAYLUS to assist in jointly running a school holiday program. WAC put up half of the cost and with funding from the Commonwealth Department of Health and Ageing CAYLUS was able to contribute the other half of the cost. Jointly we engaged a team of capable and experienced youth workers who with support from all agencies in Balgo were able to run a reliable program of activities targeting a range of age groups over the holiday period. Agencies including the Police, The Mission, The School, WAC ,The shop, The Clinic and Palyalatju all saw the value of the work and contributed resources and time to the program. One of the effects noted by local residents was substantial reduction in the levels of breakins which often perpetrated by hungry and bored kids in the community at this time of the year.

The program was such a success that WAC directors asked for its continuation leading to some promising discussions with The Federal Attorney Generals Department who at the time of writing are looking likely to fund this continuation. The program will be managed by WAC who have good staff and will be able to run a good program. CAYLUS will continue to offer whatever support it can though the distance limits this.

Though the actual program cost is incorrect (it was \$30,000 not counting in kind contributions) the following item summarises this success

***YOUTH WORKERS TO TACKLE
BALGO SUBSTANCE ABUSE***

*Wednesday, 21 January, 2009
ABC News North West WA*

The Aboriginal community of Balgo is taking taking a proactive approach to preventing substance abuse by employing two specialist youth workers form the Northern Territory.

The community paid about \$60,000 for the youth workers to run programs over the summer school holidays designed to prevent petrol and glue sniffing.

Balgo's Sergeant Brad Warburton says kids of all ages come together to cook breakfast, play sport, and travel to local watering holes.

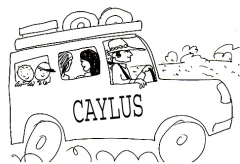
"The education through these activities is enforcing positive behaviour, good behaviour and healthy activities, which show the kids that going out there and doing some exercise and getting involved in community events is the best way to go, rather than sitting around and sniffing with your friends," he said.

The other good news story in Balgo which again arises from close cooperation between agencies is the improved attendance at Balgo school. This arises out of work done jointly between the WAC and the school community directors have set up a few systems including a rewards program for good attenders and a system where the shop closes unless enough kids are at school. These initiatives are the result of actively involving community members in developing solutions to the problems facing young people and then supporting their ideas. This started in August 08 and by December 08 attendance at the primary was up to a much improved 85%.

QuickTime™ and a
decompressor
are needed to see this picture.

Attachment 1

Tangentyere Council Central Australian Youth Link-Up Service (CAYLUS)



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Youth Program Needs In Central Australia

Jan 2009

Contents :

1. Introduction
2. Youth program costings, inc immediate needs
3. Best practice model

Appendix A : A GOOD PRACTICE MODEL FOR YOUTH PROGRAM DEVELOPMENT IN SOUTHERN CENTRAL AUSTRALIA by Pauline Fietz

Appendix B. Audit of community requirements to provide base level infrastructure in communities in the South Western region of the NT who are not included in the current 8-Point Plan region

Introduction

Youth development programs in remote communities in Central Australia have been instrumental in achieving variety of positive outcomes for young people and families living both in remote communities and in urban centres and town camps.

As an agency with many years of experience in this area of work, it is our view that the presence of an active and viable youth program in remote communities is essential for the development of young people, and one of the most important means of preventing and intervening in the misuse of substances, including and especially inhalants. Youth programs should be considered an essential service in remote communities, particularly given that many communities are in a dysfunctional state with very few supports available to young people.

When programs are run well they are built in partnership between local youth and families and service providers, they build on local capacities and opportunities with the end results taking different forms in different locations. What successful services have in common is that they provide a forum through which local people in

partnership with youth and community workers can take action to ensure the wellbeing and opportunities for their young people.

Notably such programs have resulted in

- increased school attendance
- improved child and maternal health
- better child nutrition
- reduced prevalence of youth substance misuse
- reduced levels of crime
- better uptake of employment opportunities by young people
- local support and coordination for visiting child and family services
- faster and coordinated response to emerging local child welfare issues
- better family and community involvement in child and youth services
- emergency and crisis support for young people and families
- practical support for emerging young community leaders

Countless inquiries, reports and evaluations have emphasised the need to provide these services to youth in remote communities. Some recent examples include;

- *The Evaluation of the Impact of Opal Fuel” Peter D’Abbs and Gill Shaw , Commonwealth Government, Canberra 2008*
- *Report of the Northern Territory Emergency Response Review Board 2008 Australian Government Canberra*
- *Ampe Akelyernemane Meke Mekarle " The Little Children are Sacred Report” 2007 NT Government Darwin*
- *The report of the Senate Community Affairs Committee Inquiry into Petrol Sniffing 2006 Canberra*
- *At least Seven Coronial Inquiries into the deaths of young people in Mutitjulu, Balgo, Willowra, Yalata and the Pitjantjatjara Lands between 1998-2008*
- *The National Drug Strategy 2003-2009 Dept of Health and Ageing Canberra*
- *Peter D’Abbs and Sarah McLean Volatile Substance Misuse a Review of Interventions Dept Of Health and Aging, Canberra*
- *Policing, volatile substance misuse, and Indigenous Australians, National Drug Law Enforcement Research Fund 2006*

Costing

This paper documents the needs and costs of bringing Youth Development Programs up to a minimum standard based on the model of “Good Practice in Youth Program Development in Central Australia (see appendix A). As they stand such services operate in a patchy way, hampered by high staff turnover, lack of regional coordination and support and lack of basic resources.

The base infrastructure for larger communities should take the form of a Recreation hall or youth program hub, accommodation for two youth workers (one male, one female) and two Troop Carriers (one for males, one for females). In terms of operational costs, each community needs funds to employ two appropriately skilled workers, a team of local workers and an operational budget. Larger communities would also need to have the capacity to backfill positions whilst staff are on leave.

A myriad of government and non-government agencies have a roll in funding youth services and infrastructure in the region. Availability of human and physical resources in the region is constantly changing. This costing takes into account and compliments existing resources and youth worker positions in the region as they stand in Jan 2009. We are happy to provide further information and updates on request.

Regional Support and Coordination

As well as establishing adequate services on the ground there is a need to provide some regional coordination and support. In particular there is a need to undertake:

Regional workforce development and recruitment
Networking and support for youth workers
Relevant, long term and systematic work to train and employ local youth workers

CAYLUS can provide further information on these needs and resources needed to meet them on request.

Areyonga

Youth worker 1			
Youth Worker 2	\$	100,000.00	\$ 100,000.00
Housing	\$	350,000.00	
Vehicle 1	\$	70,000.00	
Vehicle 2			
Recreation Hall	\$	300,000.00	
local youth workers	\$	70,000.00	\$ 70,000.00
operational budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	990,000.00	\$ 270,000.00

Ikuntji

Youth worker 1			
Youth Worker 2	\$	100,000.00	\$ 100,000.00
Housing	\$	500,000.00	
Vehicle 1			
Vehicle 2	\$	70,000.00	
Recreation Hall	\$	200,000.00	
local youth workers	\$	70,000.00	\$ 70,000.00
Operational budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	1,040,000.00	\$ 270,000.00

Papunya

Youth worker 1			
Youth Worker 2			\$ 100,000.00
Housing	\$	500,000.00	
Vehicle 1	\$	70,000.00	
Vehicle 2			
Recreation Hall	\$	1,000,000.00	
Local youth workers	\$	70,000.00	\$ 70,000.00
Operational Budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	1,740,000.00	\$ 270,000.00

Mt Liebig

Youth worker 1	\$	100,000.00	\$ 100,000.00
Youth Worker 2			
Housing	\$	350,000.00	
Vehicle 1	\$	70,000.00	
Vehicle 2			
Recreation Hall	\$	300,000.00	
Casual/trainee	\$	70,000.00	\$ 70,000.00
Operational Budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	990,000.00	\$ 270,000.00

Laramba

Youth worker 1	\$	100,000.00	\$ 100,000.00
Youth Worker 2	\$	100,000.00	\$ 100,000.00
Housing	\$	500,000.00	
Vehicle 1	\$	70,000.00	
Vehicle 2	\$	70,000.00	
Recreation Hall	\$	500,000.00	
Casual/trainee	\$	70,000.00	\$ 70,000.00
Operational Budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	1,510,000.00	\$ 370,000.00

Mt Alan

Youth worker 1	\$	100,000.00	\$ 100,000.00
Youth Worker 2	\$	100,000.00	\$ 100,000.00

Housing	\$	500,000.00	
Vehicle 1	\$	70,000.00	
Vehicle 2	\$	70,000.00	
Recreation Hall	\$	500,000.00	
Casual/trainee	\$	70,000.00	\$ 70,000.00
Operational Budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	1,510,000.00	\$ 370,000.00

Lake Nash

Youth worker 1	\$	60,000.00	\$ 60,000.00
Youth Worker 2	\$	100,000.00	\$ 100,000.00
Housing	\$	500,000.00	
Vehicle 1	\$	70,000.00	
Vehicle 2	\$	70,000.00	
Recreation Hall	\$	500,000.00	
Casual/trainee	\$	70,000.00	\$ 70,000.00
Operational Budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	1,470,000.00	\$ 330,000.00

Ampilatwatja

Youth worker 1	\$	100,000.00	\$ 100,000.00
Youth Worker 2	\$	100,000.00	\$ 100,000.00
Housing	\$	500,000.00	
Vehicle 1	\$	70,000.00	
Vehicle 2			
Recreation Hall	\$	500,000.00	
Casual/trainee	\$	70,000.00	\$ 70,000.00
Operational Budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	1,440,000.00	\$ 370,000.00

Alparra/Utopia

Youth worker 1	\$	100,000.00	\$ 100,000.00
Youth Worker 2	\$	100,000.00	\$ 100,000.00
Housing	\$	700,000.00	
Vehicle 1	\$	70,000.00	
Vehicle 2	\$	70,000.00	
Recreation Hall	\$	1,000,000.00	
Casual/trainee	\$	70,000.00	\$ 70,000.00
Operational Budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	2,210,000.00	\$ 370,000.00

Santa Teresa

Youth worker 1			
Youth Worker 2	\$	100,000.00	\$ 100,000.00
Housing	\$	500,000.00	
Vehicle 1	\$	70,000.00	
Vehicle 2			
Recreation Hall	\$	100,000.00	
Casual/trainee	\$	70,000.00	\$ 70,000.00
Operational Budget	\$	100,000.00	\$ 100,000.00
Total by Year	\$	940,000.00	\$ 270,000.00

Titjikala

Youth worker 1	\$	100,000.00	\$ 100,000.00
Youth Worker 2			
Housing	\$	500,000.00	
Vehicle 1			
Vehicle 2	\$	70,000.00	
Recreation Hall	\$	300,000.00	

Casual/trainee	\$	70,000.00	\$	30,000.00
Operational Budget	\$	100,000.00	\$	100,000.00
Total by Year	\$	1,140,000.00	\$	230,000.00
Harts Range				
Youth worker 1	\$	100,000.00	\$	100,000.00
Youth Worker 2	\$	60,000.00	\$	60,000.00
Housing	\$	350,000.00		
Vehicle 1	\$	70,000.00		
Vehicle 2	\$	70,000.00		
Recreation Hall	\$	200,000.00		
Casual/trainee	\$	70,000.00	\$	30,000.00
Operational Budget	\$	100,000.00	\$	100,000.00
Total by Year	\$	1,020,000.00	\$	290,000.00
Ali Curung				
Youth worker 1	\$	100,000.00	\$	100,000.00
Youth Worker 2				
Housing	\$	500,000.00		
Vehicle 1	\$	70,000.00		
Vehicle 2				
Recreation Hall	\$	200,000.00		
Casual/trainee	\$	70,000.00	\$	30,000.00
Operational Budget	\$	100,000.00	\$	100,000.00
Total by Year	\$	1,040,000.00	\$	230,000.00
Total by Year	\$	21,990,000.00	\$	5,090,000.00

Budget notes

The following notes provide explanation for each of the budget areas:

Youth Workers 1 and 2

The best practice model for a youth program (See Appendix 1) outlines the need for a male and female youth worker to be employed in remote communities to best cater for the diverse needs within the community. The employment of two youth workers provides opportunity for workers to support the daily running of the program. The budget figure includes a wage, relocation, recruitment and professional development costs.

Housing

Housing in many communities is scant on the ground and in order to recruit and retain a skilled youth development workforce it is essential that appropriate designated housing be provided to accommodate two workers. In the form of duplex housing where required.

Vehicle 1 and 2

Two 4wd Troop Carriers, one for males and one for females is identified in the best practice model (See Appendix 1) as necessary in catering for community needs.

Recreational Hall

Many communities have no Youth Recreation Hall facilities or facilities that are in serious need of upgrade. In order to best cater for youth and to retain quality staff it is essential that appropriate infrastructure in the form of a recreation hall be provided. (See best practice model appendix 1)

Casual Trainee

Through the development of a quality Youth development program opportunities exist to build the capacity of local youth through employment within the program.

Operational Budget

Resources required to establish and run a Youth Development program on a day to day basis are varied and a generous operational budget enables workers to facilitate engaging activities that are community driven. The reality of underfunding such projects is that workers become tied up in seeking and administering grants at the cost of the core work.

Appendix A

A GOOD PRACTICE MODEL FOR YOUTH PROGRAM DEVELOPMENT IN SOUTHERN CENTRAL AUSTRALIA

Pauline Fietz

Background

The provision of youth services in Aboriginal communities has generally been ad hoc, irregular, and based on the assumption that young Aboriginal people have the same aspirations, needs, and interests as mainstream Australian kids. In addition, those youth programs that do exist tend to be subject to the vacillations of community functionality, the insecurity of ongoing funding arrangements, and the difficulties of recruitment and retention of quality youth workers.

Young Aboriginal people in the remote southern region of central Australia are often bored, in bad health, hungry, and faced with inconsistent care from family members or struggling with the pressures of maintaining relationships with young partners and with parenting responsibilities. Many turn to escapist practices for relief or engage in risky behaviour designed to attract the attention of families. The consequences of these behaviours may damage the health and well being of individuals, as well as contributing to severe social disruption and trauma in Aboriginal families and communities.

The demographic profile of Aboriginal communities in the southern central Australian region shows an age pyramid heavily weighted at its base towards young people, with over 52% of the population aged 24 or under. Around 44% of the population is in the 10-24 age groups. Regarded as the lifeblood of their communities by their families, these children and young people are central to the ongoing vitality of unique Aboriginal identity. For these reasons there is a clear imperative to the provision of meaningful services for young people living in these communities. Unfortunately, the instances of sound youth community programs are far too rare.

The operational model for developing youth programs in Aboriginal communities is almost invariably premised on mainstream youth programs, in which young people are isolated from their families, and role models and activities alike are drawn from popular culture. Typically stuck in the 'Sport and Recreation' approach to youth work, and delivering football trainings and the odd weekend disco, these programs fail to gain and retain the attention of young people in a meaningful way.

In order to decrease levels of risk behaviours (such as petrol sniffing and vandalism), and to provide young people with meaningful alternatives, youth programs must take account of the culturally specific aspects of young people's lives. In these communities, most young people cease school attendance at 15 years, boys are initiated at adolescence, and girls and young women play important roles in the provision of care to infants. The cultural imperatives of Aboriginal kinship systems continue to dominate the relationships, behaviour and aspirations of young people.

The following principles of youth program development are broadly based on the experience at Docker River, where a strong and vibrant youth program has been in operation for two and a half years. Whilst personal and social well-being is not easily quantifiable, the Docker River program has already notched up some significant achievements. The program has reduced petrol sniffing by 80%, turned school attendance around from the community with the lowest to the highest levels of attendance, and dramatically improved young people's health. Levels of anaemia, underdevelopment, and underweight children now approximate or equal mainstream Australian population levels for children of these age groups.

This description of the features of youth program development draws on the Docker River model, but is intended as a guide only. A fundamental component to the success of the program at Docker River has been the involvement of young people themselves, and the support of their families and the community. Rather than seeking to be prescriptive, these principles emphasise the necessity of developing each program in accordance with local needs and community conditions. The involvement of young people and their families ensures that youth program initiatives are locally driven and not externally imposed.

In summary, these are the core principles of good practice in youth program development:

1. Resources and infrastructure;
2. External coordinating youth services management body;
3. Skilled and committed youth workers;
4. Regularity and consistency of activities;
5. Gender and age status appropriate activities;
6. Activities which are meaningful, stimulating, and culturally relevant;
7. Promotion of self-esteem and coherence for young people in their lives with their families;
8. Involvement of role models;
9. Promotion of strong intergenerational relationships;
10. Knowledge of families;
11. Community development and participation.

1. Resources and Infrastructure

There is an urgent need for a shift in thinking about the nature and content of youth services across the region. Youth services need to be recognised as of equal, if not more importance, as other essential services on communities, and be resourced accordingly. Youth programs which feature the above principles can function, at least initially, on relatively basic resources and infrastructure. The following list represents the minimal level of resourcing required to develop successful youth programs:

- Two youth workers, one male and one female;
- Designated community housing adequate for the needs of these two workers;
- Two 4WD vehicles, preferably Toyota troop carriers, to enable the maintenance of gender separate activities – one Toyota for girls, and one for boys and young men;
- A youth program base or headquarters, in the form of a youth centre, such as the Recreational halls commonly found on communities. This building would ideally be multi-purpose, containing a large open space for indoor sports and games and other activities, a kitchen, storeroom and possibly extra smaller spaces which function as areas for smaller group activities;
- A range of equipment to be built up over time. Basic items would include sporting goods, camping gear, kitchen and cooking utensils. Further equipment needs would unfold gradually in accordance with the scope of the program;
- The provision of line management of the youth worker positions, including access to support, supervision, training, and human resource services.

Many youth programs become unnecessarily focused on the need for the newest equipment and extensive infrastructural development. There is a case to be made for modest infrastructure in communities, as over-resourced facilities can become targets for resource benefit and political manipulation. In addition, youth program facilities are always heavily used and therefore need to be simple and easy to maintain.

2. External Co-ordinating Youth Services Management Body

Youth diversion and development policies have typically emphasised the need for ‘community responsibility’. This assumes a high degree of community capacity, when communities are frequently divided, riven by internal family politics and by dysfunctional administration. Equally, some communities are characterised by exceptionally good local governance, however the inherent challenges of remote Aboriginal community governance mean that this may be highly changeable. In addition, community administrative systems are usually overburdened and unable to provide youth workers with the requisite support they need in order to maintain the delivery of youth services. This places the sustainability of youth programs at risk.

An external co-ordination body for youth services, such as the NPY Women’s Council or CAYLUS (Central Australian Youth Link-Up Service) or a new special purpose organisation would be able to perform crucial youth services such as human resource management, external co-ordination and networking, and youth advocacy. Community councils alone are unable or ill-equipped to supply this level of servicing. The existence of this body thereby acts as a safeguard to ensure that youth programs, their funding, or their workers do not flounder along with the vacillations of community functionality.

3. Skilled and Committed Youth Workers

The problems associated with the lack of a stable, skilled youth workforce are commonplace in communities across the southern region. All too often youth worker positions are filled unsuitable people as qualified youth workers are always lacking. Similarly, inexperienced community members often find themselves attempting to manage the substantial logistics and administration of providing programs for over 50% of the local population without sufficient support, and in the face of massive community and family pressures. Throughout these familiar scenarios, it is young people who inevitably stand to lose the most.

Youth workers employed in these positions need to be multi-skilled, with the ability to plan and implement a broad range of activities, and to maintain and repair equipment and infrastructure, drive long distances, manage bush trips with dexterity and confidence, provide crisis support and care, mentoring, referrals, health treatments and counselling and support to young people and their families. A substantial amount of administration, planning and reporting is also required of youth workers, including the rigors of applying for ongoing funding grants. The most critical aspect of youth work is the ability to develop relationships with young people and their families. They must be capable of understanding the complexities of Aboriginal family life and of using this understanding as a reference point for working with and supporting young people. Needless to say, this requires enthusiasm, commitment, and energy.

4. Regularity and Consistency of Activities.

Far too often, youth programs in these communities are impermanent, unstable, and fleeting. Youth workers, as well as funding, come and go with rapidity. Short-lived bursts of activity tend to do more damage than good, as youth workers arrive with a rush of ideas and activities, only to be gone in a matter of weeks or months, or before most of these big ideas can be implemented. The expectations of young people, briefly raised, are once again dashed leaving an ever-deepening void.

A basic level of youth program provision must be constant, involving a platform of daily or near-daily activities to provide a reliable and stimulating environment for young people. Gradually youth programs develop their own regular pattern, on which young people and their families can rely.

Regular and consistent activities are of particular importance for young people during the school holidays, periods known to induce high levels of boredom and potentially outbreaks of petrol sniffing.

5. Gender and Age Status Appropriate Activities.

During the period between childhood and adulthood young Aboriginal people in the Central Australian region proceed through various developmental categories distinguishable by levels of biological and social maturity. Ritual processes and institutions such as initiation for boys serve to further

demarcate these age status categories. Gender separation at adolescence is also maintained. A range of social expectations, responsibilities and behavioural protocols are attached to these gender and age status categorisations.

Youth programs need to uphold these protocols and cultural obligations by featuring separate activities for children (*tjitji*) age 3-11, young women (*kungka*) and young men (*wati* or *yungpala*) age 12 upwards. New initiates are required to distinguish themselves in behaviour and practice from uninitiated boys and younger children according to their newly acquired status as young men. Similarly young men and young women are expected to maintain minimal interaction.

The need to provide meaningful and consistent activities to the different categories of young people presents ongoing practical challenges in the operation of youth programs. Once an activity has been identified as 'for *tjitji*' or 'for *kungka*', for example, this effectively prohibits other categories of young people from engaging in the same activity.

Relevant activities must be developed which cater exclusively for these gender and age status categories. The capacity to provide exclusive activities is dependent on having male *and* female youth workers and a platform of constant, ongoing regular activities for younger children.

6. Activities which are Meaningful, Stimulating and Culturally Relevant.

Typically limited by funding regulations and by mainstream assumptions about young peoples' needs, most community youth programs are lacking in depth and focused on the 'Sport and Recreation' model of youth work. Young people need to engage their bodies *and* their brains, and youth programs should include a range of multi-dimensional activities which go beyond this to include educational, cultural, and Recreational components. Meaningful activities should focus on the fostering of self-esteem and confidence in young people, and be based around such themes as personal development, nutrition, positive adolescent health, and the development of valued cultural skills.

7. Promotion of Self-Esteem and Coherence for Young People in their Lives with their Families.

The relationships Aboriginal children and young people have with family members are critical to the process of growing and learning; for the development a whole person, and for the reproduction of the social order. The social obligation to look after, care for, nurture, and nourish young people is shared by family members as young people move through the different age status categories. In order to be effective, youth programs must seek to support these crucial socialisation processes.

Mainstream youth program models which envisage a category of ‘youth’ isolated from intergenerational structures of socialisation, from mothers and fathers, grandparents, aunts and uncles, and from younger children, are culturally inadequate.

Young people keenly desire to gain the attention of their families, and youth programs need to be directed towards achieving this goal in a positive way. Activities must be designed which cultivate both the expression of youthful identity as well as a strong sense of pride, stemming from the consciousness that what they are doing makes their families proud. The core objective of the program at Docker River is ‘to make young people, and their families, proud’. The accomplishment of this goal effectively enables the development of coherent and meaningful young lives.

8. Involvement of Role Models

Young leaders from within the community can play a fundamental role in the provision of relevant and consistent activities. The involvement of a number of young men and women who demonstrate leadership qualities is vital in directing, supervising and managing youth program activities. They are also essential in ensuring an awareness and observance of local cultural protocols, community tensions and familial dynamics, which youth workers from outside may overlook. Community youth leaders are typically self-selecting in that they express an explicit sense of wanting to make something happen on their communities. The involvement, guidance and support of a group of young leaders, which may be in the form of a community ‘Youth Team’ or youth committee, ensures that the ideas for activities which make up the youth program come from young people themselves. These young leaders are able to represent the voice of young people within the community and are crucial role models for their younger kin who follow their example.

In the Docker River example, the Docker River Youth Team meets regularly to discuss all details regarding the operation of the youth program, including planning upcoming events, and discussing issues or problems which may have arisen with the program or with individual young people. This forum also serves as an entry point for any and all youth related business, so that both community members and external service providers are able to consult with the Youth Team. The Youth Team represents the community at meetings, attend leadership and youth development training, and promote the youth program widely within the region. Selection of new members of the Youth Team is made by existing members, with some young people trialed initially on probationary status until they have proven their suitability for the role. The crucial role played by the Youth Team is broadly acknowledged and a position on the Team is much sought-after.

9. Promotion of Strong Intergenerational Relationships.

The introduction of mainstream models of learning and development such as school and Recreation has significantly altered the way in which caring and rearing of children was managed in the past. Mainstream institutions separate children and

young people from multigenerational structures of socialisation and fundamental aspects of cultural knowledge transfer may be impaired as a result.

The participation and support of older family members is of critical importance to the success of youth programs. Senior family members are able to give advice on the cultural content of youth programs, and strongly influence the levels of broader community support upon which programs are ultimately reliant.

Youth programs should aim to foster strong intergenerational relationships and to encourage intergenerational transmission of knowledge. A range of intergenerational activities may be supported within youth programs, including day trips and camps for bush tuckering, hunting, damper making, *inma* (ceremonial) training, seed and bush medicine collection and preparation, artefact making (such as digging sticks, spears, boomerangs), and involvement in visits to country and sites of significance, and land management work. These activities should consist of young people together with senior members of their families.

10. Knowledge of Families

The centrality of family is evident in every aspect of young people's behaviour. A large component of youth program work focuses on development of intervention strategies with families to divert young people from high risk behaviours which are both individually and socially damaging. In order to have a chance of success, these strategies must be founded on finely-tuned understandings of the dynamics of young people's lives with their families. Youth programs need to begin developing detailed family records, such as family trees and family histories, which can be used to aid workers in their attempts to support young people and their families.

Past programs have rarely placed any emphasis on a thorough understanding of family dynamics, yet it is clear that it is these dynamics that are at the core of the issue for many young people on communities. Knowledge of family is the key to the understanding of the problems facing individual children and should be a core responsibility of youth workers.

11. Community Development and Participation

The constant presence of inter-generational interaction and the participation and guidance by community members and youth leaders means that the program is part of an overall process of community development. This ensures that youth development does not become a segregated domain within the community that only furthers generational dislocation. Crucially, this also means that youth development is of benefit to the whole community, and that youth development is the task and responsibility of the community at large.

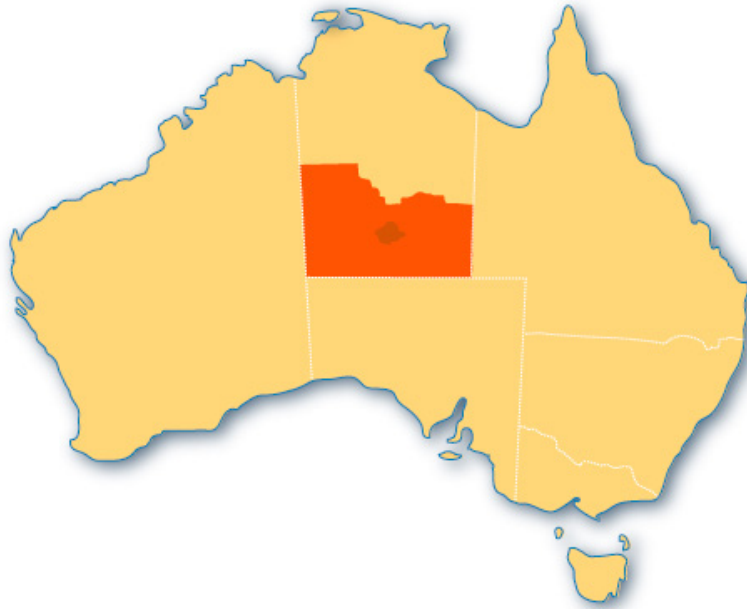
Conclusion

Youth programs on Aboriginal communities have historically been accorded the lowest of priorities. In addition, through a combination of under-resourcing, mismanagement, and neglect, they have often been dysfunctional and ineffective. Only recently, and probably prompted by a combination of petrol sniffing related deaths and sensationalist media reporting, has the need for youth programs been recognised as critical, and of equal, if not more importance, than other basic community services.

The principles and practices outlined above were developed in collaboration with young people and in accordance with cultural expectations and protocols. They are intended as a guide upon which the history of ineffective youth program delivery can be turned around. Rather than prescribing a formulaic model which will work everywhere, these principles and practices suggest that the most effective programs will be those developed in accordance with the specific needs, conditions, and aspirations of young people, their families, and their local communities. This submission posits a radical rethinking of the entire approach to youth program development. It is this kind of approach that is necessary before true gains can be made that will provide real opportunities for young people to develop strong youthful identities for the future, and for the future of their communities.

Map of Central Australian region

Central Australia



Attachment 2 Summary of the Current Funding Sources and Reporting Obligations of CAYLUS

Funding Source	Project Title	Report	Report Due Date
ABA	School Holiday Programs at Bonya + Alpururulam <i>Provision of school holiday activities over 18 months</i>	Financial Report - Final	Feb 13 2009
	Youth Services Infrastructure Petrol Sniffing <i>building youth worker housing in 4 communities and upgrading rec facilities in 8 communities</i>	Progress Report 1	Feb 13 09
		Financial Report 1	Mar 2009
		Progress Report 2	Jul 2009
		Financial Report 2	Sep 2009
		Progress Report 3	Jan 2010
		Financial Report 3	Mar 2010
		Progress Report	Jan 30 2009
AERF	The Opal Alliance <i>Pays for the research and publication of a paper on the community campaign that resulted in Opal Fuel roll out</i>		
Commonwealth Attorney-General's	Recruitment of VSA Prevention Worker <i>funds our responsible sale of solvents work in Alice</i>	Final Evaluation and financial Report	May 1 2008
	Community Supply Reduction Worker <i>extends the above project for a further 6 months</i>	Financial and Progress Financial and Progress Financial and Progress Final Financial and Progress	Nov 14 2008 Feb 13 2009 May 15 2009 August 14 2009
	CAYLUS Rehab Brokerage <i>covers food transport and bedding costs of clients attending Ipurla Mt Theo and other rehab/ and diversion placements</i>	Financial and Progress Financial and Progress Final Financial and Progress	Nov 14 2008 Feb 13 2008 August 14 2009

<p>Youth Initiative funds contribution to the costs of renovating the Mt Liebig Rec Hall</p>	<p>Financial and Progress Financial and Progress Financial and Progress Financial and Progress</p>	<p>Feb 13 2009 May 15 2009 August 14 2009 Nov 13 2009</p>
<p>CAYLUS Youth Support Program funds a worker to support the development and operation of youth programs in communities</p>	<p>progress report and financials</p>	<p>Feb 13 2009 October 10 2009</p>
<p>Ilpurla Leatherwork Leatherwork training for clients at Ilpurla</p>	<p>Final Financial and Progress</p>	<p>Jan 30 2009</p>
<p>Management Area Sign for Larapinta Town Camp Pays to erect a VSA mangement area sign under the NTVSAP Legislation at a town camp in Alice Springs</p>		
<p>Hermannsburg Leatherwork Leatherwork training for young men at Hermannsburg</p>	<p>Final Financial and Progress</p>	<p>Jan-09</p>
<p>Harts Range School Holidays money to hire a vehicle for Harts range school holiday program</p>	<p>Final Financial and Progress</p>	<p>Jan-09</p>
<p>Hermannsburg Dance Project money for dance classes during school holidays</p>	<p>Final Financial and Progress</p>	<p>Jan-09</p>
<p>Imanpa Dance Project money for dance classes during school holidays hosted on request of Mission Australia as organisational issues prevented them from hosting the grant</p>	<p>Final Financial and Progress</p>	<p>Jan-09</p>
<p>Aputula Dance Project money for dance classes during school holidays hosted on request of Mission Australia as organisational issues prevented them from hosting the grant</p>	<p>Final Financial and Progress</p>	<p>Jan-09</p>

NT Police	Rec Hall Upgrades <i>rennovations of the Hermannsburg, Papunya and Mt Liebig Rec Halls</i>	Final Report	August 14 2009
Health and Ageing	Youth Wellbeing Program Central Desert Region <i>The core operational funding of CAYLUS</i>	Progress and financial report Final Report	March 31 2009 June 5 2009
	Ntaria Interim Youth Services <i>employs a youth worker to work with at at Risk youth in Hermannsburg</i>	Financial and Progress Final Financial and Progress	Dec 15 2008 June 30 2009
Balgo Community	School Holiday Project <i>Community contribution to the cost of running a 6 week summer school holiday program</i>	Project Report	Feb 13 2009
Bonya Community	School Holiday program <i>Community contribution to the costs of running a summer school holiday program</i>	Draft funding acquittal	March 14 2009
Ilpuria	Centrepay and client contributions <i>CAYLUS administers client contributions via centrepay as the service do not have the administrative capacity to do this themselves</i>	Financial reports	Ongoing
Funding Source	Project Title	Report	Report Due Date
ABA	School Holiday Programs at Bonya + Alpururulam <i>Provision of school holiday activities over 18 months</i>	Financial Report - Final	Feb 13 2009
	Youth Services Infrastructure Petrol Sniffing <i>building youth worker housing in 4 communities and upgrading rec facilities in 8 communities</i>	Progress Report 1 Financial Report 1 Progress Report 2 Financial Report 2 Progress Report 3	Feb 13 09 Mar 2009 Jul 2009 Sep 2009 Jan 2010

AERF	<p>The Opal Alliance <i>Pays for the research and publication of a paper on the community campaign that resulted in Opal Fuel roll out</i></p>	Financial Report 3	Jan 30 2009	Mar 2010
Commonwealth Attorney-General's	<p>Recruitment of VSA Prevention Worker <i>funds our responsible sale of solvents work in Alice</i></p> <p>Community Supply Reduction Worker <i>extends the above project for a further 6 months</i></p>	Final Evaluation and financial Report	May 1 2008	
NT Health	<p>CAYLUS Rehab Brokerage <i>covers food transport and bedding costs of clients attending Ilpurla Mt Theo and other rehab/ and diversion placements</i></p> <p>Youth Initiative <i>funds contribution to the costs of renovating the Mt Liebig Rec Hall</i></p> <p>CAYLUS Youth Support Program <i>funds a worker to support the development and operation of youth programs in communities</i></p> <p>Ilpurla Leatherwork</p>	<p>Financial and Progress Financial and Progress Financial and Progress Final Financial and Progress</p> <p>Financial and Progress Financial and Progress Final Financial and Progress</p> <p>Financial and Progress Financial and Progress Financial and Progress Financial and Progress</p> <p>progress report and financials</p> <p>Final Financial and Progress</p>	<p>Nov 14 2008 Feb 13 2009 May 15 2009 August 14 2009</p> <p>Nov 14 2008 Feb 13 2008 August 14 2009</p> <p>Feb 13 2009 May 15 2009 August 14 2009 Nov 13 2009</p> <p>Feb 13 2009 October 10 2009</p> <p>Jan 30 2009</p>	

<i>Leatherwork training for clients at Ilpurila</i>			
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Imanpa Dance Project <i>money for dance classes during school holidays hosted on request of Mission Australia as admin fees charged by the national organisation would have prevented the</i>	Final Financial and Progress	Jan-09	
<i>project from being funded by NT health Tangenetyere charged no admin fee</i>			
Aputula Dance Project <i>money for dance classes during school holidays hosted on request of Mission Australia as admin fees charged by the national organisation would have prevented the project from being funded by NT health Tangenetyere charged no admin fee</i>	Final Financial and Progress	Jan-09	
NT Police Rec Hall Upgrades <i>rennovations of the Hermannsburg, Papunya and Mt Liebig Rec Halls</i>	Final Report	August 14 2009	

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