

**Central Australian Youth Link Up Service
Submission to Senate Select Committee on Regional and Remote Indigenous
Communities June 2008**

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The Central Australian Youth Link Up Service (CAYLUS) is a federally funded program designed to address substance abuse in remote Indigenous communities and Alice Springs through supporting community initiatives to reduce substance abuse and improve quality of life. CAYLUS started to operate in late 2002 and continues to be core funded by the Federal Department of Health and Ageing though we operate on a combination of funds from around 10 Commonwealth and NT Govt and philanthropic sources. We have a reference group predominantly made up of stakeholders from remote communities and a select set of service providers who operate in these regions. Since the commencement of our work we have seen a 95% reduction in petrol sniffing in the region.

As a part of the Opal Alliance in partnership with Ngaanyatjara Pitjantjatjara Yankunytjatjara Women's Council and The GPT Group, a multinational company, we were awarded a prize by the National Council on Drugs for our work in advocating for the regional roll-out of Opal fuel in Central Australia, a measure that has been integral in reducing the prevalence of petrol sniffing in our region.

In the following submission we attempt to address the impact of commonwealth govt policies and programs in our region, particularly that which relates to the wellbeing of young people in our service area and that resulting from The Northern Territory Emergency Response (NTER).

We have been operating during the time of the NTER and have some observations to make.

- 1. Lack of Consultation**
- 2. The Top Down effect**
- 3. Targeted income management**
- 4. Long term employment strategies**
- 5. Health**
- 6. Legislating for Opal**
- 7. Legislating for other inhalants**
- 8. Rehabilitation programs**
- 9. Alcohol**
- 10. Education**
- 11. Youth programs as educational and child safety strategies**
- 12. The lost Opportunity**
- 13. Conclusion**

1. Lack of Consultation

As stated, CAYLUS is a nationally recognised leader in the prevention of substance abuse in Central Australia. Our work directly lead to the remote communities being substantially safer places for children through the virtual elimination of petrol sniffing and the promotion of youth development programs on the ground in the communities. We operate on a community development model which results in partnerships with remote Indigenous communities in addressing issues of child welfare and safety and the increase of local capacity to provide services to youth: our victories are shared

with Indigenous stakeholders because the communities are involved with the plans to change their environment for the better. Independent evaluations commissioned by our funding body comment on the broad based support we have achieved in the region. As such, we expected some level of consultation with the NTER, whose objective was so similar to our own, and who may have been expected to want to learn from our success. This was not the case.

We arranged a meeting with one of the heads of the NTER, at which we outlined our project and gave costings to roll out the youth development programs we knew would improve the environment for youth in the post-Opal remote communities. We had a model that we knew worked, and had costed the infrastructure needed in each of the communities in which we worked. We estimated \$11 million was needed for infrastructure, plus an increase in the existing funding available to run the operation of these programs – approx \$1 million per year above what was already being provided in the region. The submission is attached to this document. The NTER took no action in relation to this costing, and we are still attempting to get this crucial infrastructure funding. We estimate that these needs would have been fully met with 1% of the funding allocated to the NTER, and would have had a long-term positive effect on the safety and opportunities of the children it was all about.

We are heartened by the new directions outlined in relation to the NTER, and especially the part of the Apology in which the PM stated a commitment to developing local answers to problems. We respectfully suggest that improved communication with stakeholders such as CAYLUS would improve the chance of any further work in this region succeeding. There are issues specific to this region that are inherent in the population demographic : the NT will soon be 50% Indigenous. There are cultural and historic factors that make this region a minefield for people who do not have the experience to work within these circumstances. There are also opportunities that inexperienced players will not realise.

While there was some truth in the opinion that excessive consultation was one of the problems that hindered governmental action in the past, the NTER went too far the other way into immediate action. This urgency may have been caused by the political imperative of the impending federal election, but the reality on the ground is that the situation is urgent, and the NTER is the best chance to finally fix up the problems that plague this region, most of which have a political solution through funding appropriate services at reasonable levels, and enacting appropriate legislation especially in relation to targeted income management and alcohol supply issues. We and other services are keen to work with the NTER if it can be redirected into an initiative that can enact the PM's vision of local solutions, and believe we have the local knowledge and experience to be able to make a real contribution to finally fixing these problems.

2. The Top Down effect

Indigenous Australia has been the lab rat that successive waves of federal governments have experimented with since Federation. Experiments over the last 100 years have included Protection, Assimilation including the Stolen Generation policy,

Self-determination which became way to a blame the victims, Mainstreaming which pretended Indigenous Australia had no implicit cultural and historical issues, and now the bureaucratic micro-management implicit in the NTER with it's need to suspend the operation of the racial Discrimination Act to operate. If it was not so tragic, it would be amusing to see how the previous government's commitment to private housing and employment as the answer for Indigenous improvement translated into extra housing for bureaucrats in remote communities and employment of those bureaucrats. It may be inherent in management worldviews that what a situation needs in more management instead of more services.

For CAYLUS, it has been perplexing knowing that in the remote communities the safety of the youth requires a good recreation program, with skilled youth development workers and a functional rec hall, but that instead of these resources the communities got federal government employees with nebulous job descriptions and housing for those employees that cost as much as a rec hall due to the haste in which it all happened. As stated above, we know the needs of the community due to our long association with the region and our expansive and ongoing consultation. The infrastructure and resources required are not beyond what is readily available to other Australians who do not live in remote communities.

A current example of the top down effect has been the recent tendering of the youth services in the southern NT. We understand the tender was decided on by public servants with no experience in delivering the services being tendered, none of whom were from the region nor had they lived on the Indigenous communities in question. It is probable none of them had visited the communities or region. Because of this lack of corporate knowledge, they made the decisions in a vacuum of knowledge. If there were people involved in the decision re the tender who had some experience and knowledge regarding the services needed and the realities of the region, they might not have given the contract to a service provider who was not from the region and who made promises in the tender document that were clearly going to be impossible to keep. Through no fault of theirs, Mission Australia (MA) were encouraged by the uninformed to make the traditional mistakes of the inexperienced. It appears MA looked at existing successful youth programs, in particular the Mt Theo model and the Docker River model, and wrote that they would deliver these services. What they failed to understand was that there was a slow developmental process involved in getting to those outcomes.

CAYLUS is offering MA guidance based on our experience in running these services in the region, and recently they have employed a manager with more appropriate experience and one of the chief agents in the successful Docker River program, so there is hope they will be able to improve their service provision over time.

It is strange how often this issue arises in this region : successive waves of government bureaucrats implementing policies that have already proved to be ineffective. The inevitable roadcrash is then blamed on the Indigenous people who the flawed policy was applied to and the bureaucrats move on, to be replaced by another wave of people who follow the same tragic pattern. It seems this is a product of the top down approach, and reflects the fact that in federal bureaucracies the players are constantly changing while the problems on the ground continue. The

NTER to date has been the ultimate top down response, initiated by the PM and carried out with a stated commitment not to consult.

3. Targeted income management

In relation to this, we have a suggestion based on our experience in the region. We undertake casework support for select individuals in the region, mostly the chronic petrol abusers who have the potential to start up sniffing outbreaks and involve others in their addiction. Our caseworker spends a lot of time trying to ensure these individuals receive income support from Centrelink. Without money, these individuals become a burden on their already impoverished families because of the compulsory sharing aspect of Indigenous culture. In some cases, the individuals are incapable of the administrative requirements of staying on benefits due to their addiction, brain damage or simply language problems. The increased poverty predisposes the individual and others within their family to substance abuse, widening the net.

We suggest that people on benefits who fail to meet administrative requirements continue to receive benefits, but that 100% of the funds are managed. This would strengthen the Indigenous cultural safety net, ensuring that individuals did not become a burden to their families, and decrease the tendency of the existing interaction of the two systems to push people towards substance abuse.

This sort of targeted income management could be implemented over time as a roll-back of the existing system, and would increase the safety of the children in the communities through ensuring their material needs were better met by the income support system.

4. Long term employment strategies

As outlined above, we know of a number of successful youth development models that have operated in the region, some of which have employment outcomes. The Mt Theo model, which is a classic community development approach, has seen a process that, over 12 years, saw a generation of youth go through inhalant addiction to employment. The full story is on their website, but in essence it worked like this : the youth who were addicted to inhalant abuse were sent to Mt Theo outstation by their families and in some cases through court orders. After a month at Mt Theo, they were allowed to return to Yuendumu and participate in the youth program that the Mt Theo program operated there in parallel to the outstation : a carrot and stick approach. If an individual started sniffing petrol again, they were sent back to Mt Theo for another month, giving an immediate consequence to their behaviour. The youths came to accept these boundaries imposed by their community and participated fully in the rec program, eventually running aspects of it for the younger members of the community. In taking on these extra responsibilities, the youth realised they needed more numeracy and literacy skills, and so in partnership with the youth program, they instigated a night school to meet these educational needs. From the night school, 43 went on to full-time employment, 75 into part-time employment in Yuendumu. As can be seen, the process took a considerable amount of time, required the input of the youth and Yuendumu community, but eventually delivered an outstanding outcome.

As such, we propose that youth development programs outlined in our “Youth Program Needs in the CAYLUS Service Area” costing for the Central Australian region have the best chance of creating the environment in which education and training can be implemented over realistic timeframes. This extended timeframe is in part to allow the community to be involved, and to develop capacity to support the employment of their youth.

5. Health

Health problems can be addressed through changing the environment in the remote communities. The youth development strategies outlined herein can address some of the environmental factors behind the poor health of the youth of the Indigenous population. This can be done through a range of measures from promoting good nutrition through cooking activities, the provision of chilled filtered water as an alternative to sugar soft drinks, wholesome exercise and mental stimulation, the provision of a base for outreach work by health professionals, the provision of skilled and supported youth workers who can address the general welfare of the children in the programs, and the development of work and education opportunities over time that can lead to healthier lifestyles. Likewise, the alcohol supply restrictions proposed would have very positive effects on the health of the community, as well as increasing the peace and safety.

6. Legislating for Opal

The Opal rollout has happened without any legislative base. The vast majority of petrol retailers have elected to provide Opal on a voluntary basis. This level of community support for an initiative is outstanding, but it has reached limits. There are three remote roadhouse petrol retailers in the Central Australian who will not voluntarily change over to Opal and the NT Government has stated it will not compel them to do so. This policy is having a negative impact of the wellbeing of regional and remote communities, especially over the WA border at the community closest to the most western of these retailers.

The spectacular gains made through the Opal initiative are fragile because of the lack of resources put into the remote communities to address the underlying issues. This can be seen from the occasional outbreak of inhalant abuse such as that suffered in Hermannsburg earlier this month. The basic circumstances that promoted inhalant abuse are still unchanged. Enforcing the Opal roll-out through legislation would be one way of ensuring that at least this aspect of the strategy was stable in the long term.

7. Legislating for other inhalants

CAYLUS has had a great deal of success limiting the availability of other inhalants such as glue and spray paint through working with local retailers. So far these retailers have co-operated in restricting supply on a voluntary basis, but some have suggested legislative support would make their work easier and more legitimate. Legislation exists in other States which could be adapted for the NT if the political will exists to enact this supply reduction strategy comprehensively.

8. Rehabilitation programs

It is worth noting the good work of some Federally Supported rehabilitation services. Mt Theo and Ipurla outstations are run by Indigenous organisations and offer the most effective rehabilitation options for young people in our region. This is especially so because of the operation of the NT Volatile Substance Abuse Prevention (VSAP) Act, which provides the courts with the capacity to make mandatory Treatment Orders for individual inhalant abusers, but no capacity to lock up people so ordered. As such, given the characteristics of the client group, a facility located in town has little chance of holding on to these impulsive and addicted individuals. The remote locations of the two outstations provide a more realistic option for this group.

The Bush Mob House, which provides access to youth under 18 years of age in Alice Springs, provides a flexible support system to the client group, and is well used and accessed by oth in Alice Springs and from out bush for access to a safe place to say, support with drug and alcohol issues and a range of other services. The service is poorly funded compared to similar residential programs in other states.

In relation to the VSAP Act, which has the capacity to mandate individuals to rehabilitation in approved centres, we have been working with the NTG to improve on it's enactment of this legislation, which has lengthy and inexplicable delays in it's operation: the first cases referred to this process took more than a year to be acted on. This has improved somewhat, but the delays are still unacceptable: people identified as chronic inhalant abusers are allowed to continue sniffing petrol while legal systems move with glacial slowness, endangering themselves and those around them. There is still scope for improvement and we are committed to making it more responsive.

9. Alcohol

The impact of territory policies is impacting most negatively in relation to alcohol supply: the rivers of grog still flow from Alice Springs into the region causing death, illness and destruction on a scale that is shocking in a developed country. The most effective strategies according to international research are reducing the availability of alcohol and increasing the cost of the cheapest and most damaging forms of alcohol. The NT Government is unwilling to enact these strategies despite pressure from the remote communities and other stakeholders. CAYLUS has assisted remote community people advocating for these strategies on the direction of our Reference Group, because one of the major underlying causes of inhalant abuse is the alcohol abuse of the older community members.

The solution is simple: if you want people to drink less alcohol, sell them less. The NT Government implements strategies that have little impact of alcohol sales, and consequently the same amount of alcohol is being sold and consumed with the same disastrous consequences. It appears the NT Government does not have the political will to challenge the alcohol lobby, who do not want a reduction in their sales. As such, the Commonwealth Government may elect to legislate in this matter as part of the revision of the NTER. There is much to gain and little to lose from the National perspective.

This sort of supply reduction action would have more effect than the NTER's alcohol legislation to date, which created unenforceable laws. Banning alcohol on town camps simply pushed people into other grog camps just over the hills which further reduced the safety of children caught in that system. Banning alcohol in remote communities was confounding, as it was already banned in the vast majority of remote communities anyway. Neither policy is fully enforceable with the police resources on the ground.

10. Education

As outlined above, CAYLUS is of the opinion that a well run and resourced youth development program in each remote community could have a positive effect on educational outcomes over time – see attached Youth Program Needs in The CAYLUS Service Area submission for more detailed information and costings. The proposed programs would improve attendance at existing schools, and also provide educational opportunities for those who will not attend school.

A number of communities have implemented policies that require attendance at school for access to specific recreational opportunities with good effect – a “yes school, yes pool” approach. This has been effective in a number of locations, but only when extensive consultation has been undertaken and community support is in place. The school has to be part of this consultation process as well, as often remote schools are under-resourced and could not operate effectively if all the youth of the community did attend. The NT Education Department has a policy of reducing teachers at a remote school when attendance drops. This means schools capacity to provide a stimulating environment is reduced when it should be being increased.

Remote schools need experienced English as a second language (ESL) teachers to be able to provide an education to youth who do not speak English as a first, or even second language. Perhaps the NTER could look at encouraging such teachers to spend some time in the remote schools, possibly on a rotational basis the way some Health Services use doctors. This would not require such a high level of commitment from the teachers, but would bring vital skills into the region that could make a real difference to educational outcomes.

Similarly, structured university student volunteer programs could provide tutoring and other services in the remote communities, and possibly develop a workforce for the future. I understand Macquarie Uni is making community service compulsory from next year for all undergraduate students. These schemes have great potential, and we have seen them operate very well in the region in a piecemeal fashion over the last five years.

11. Youth programs as educational and child safety strategies

A youth development program can provide educational opportunities for older youth who do not engage with the post-primary educational opportunities that exist in the region. Over time, the youth could be connected to education as something relevant to their needs and lives. It should be remembered that youth voluntarily attend youth programs with no coercion required. This is an opportunity that cannot be wasted given the general lack of engagement with schools.

A more creative approach to youth programs is needed, with education staff placed with programs to ensure there is a capacity for engaging youth in learning and training. It should be emphasised that a youth development program is not discos and sport. Although these are part of the picture, the opportunities exist within a well run program to engage the wider Indigenous community in planning and designing the youth activities, which can include health, education and other outcomes being developed over time.

The safety of the children is greatly improved when there is a regular engagement with skilled and supported youth development workers. The youth programs provide support and care for the children provided by people who are not part of the local community and who thus do not have to comply with the interfamily boundaries of acceptable behaviour that exist and which are enforceable by violence against the worker and other members of their family.

A well supported worker can identify at risk children and refer them to agencies for assessment and support, as well as provide a safe environment within the community. The worker's support should include access to experienced caseworkers and relevant training, as well as debriefing services and other stress management strategies. The workers need close supervision, but not micromanagement. We find the workers are better able to respond to the community when they are involved in decision making, as opposed to having all decisions made by people who are not in the community and are not responsible for enacting the policies.

13. The lost Opportunity

After years advocating for and operating essential services for young people often on insufficient funds it has been frustrating to see the wave of federal intervention funds which were allocated in the name of young peoples welfare wash over the region without significantly addressing the gaping holes in youth service provision. As mentioned above we estimate that for 1% of the total cost of the intervention we could have met the outstanding youth program infrastructure needs for the whole of Central Australia for the next three years.

The chart below costs some aspects of the intervention and what comparatively could have been achieved with such funds. Costs are based on anecdotal information from builders, public servants and others involved in delivering aspects of the intervention.

Item /cost	Evidence Base	What others have done with similar money	Evidence base
Intervention "No Alcohol No Pornography sign hundreds erected across the region- cost \$8000 per	None, have caused much offence to families particularly the references to pornography	Could run a school, holiday program on a town camp or remote community for two weeks	Such programs are widely recognised as improving child wellbeing and safety improving school attendance

sign			and reducing impact of substance misuse. See D'abbs Mclean 2000 and Fietz 2005
Wage of a General business manager for 1 year Cost \$120-\$200,000	In many cases these workers are in experienced with high staff turnover exacerbating this. Very few demonstrable outcomes to date	Employed 2 full time youth workers with an operational budget	Such programs when well run improve child health and safety, strengthen families and reduce levels of substance misuse, improve school attendance and reduce levels of crime. See D'abbs McLean 2000 and Fietz 2005
demountable housing compound for GBM's Cost \$400-\$800,000	See above, Also worth noting such housing is only built to last app 5 years and is unsuitable to live in for any significant length of time	1-2 Three Bedroom Bessa Block Houses could house youth program staff or provided much needed community housing	There still aren't youth workers in most remote communities often due to a lack of suitable staff housing. Community housing is often overcrowded unmaintained and poorly designed, appropriate housing is a major gap in most communities
Cost of employing a community employment broker for 1 year/ inc admin overheads \$200-300,000	Such positions are proving untenable. Attempting to place often unskilled untrained workers in positions that don't exist . Such positions were provided in place of CDEP which whilst it struggled was working well in some locations	Similar funds could pay for two youth development workers and team of casual workers to run programs for young people and families.	Projects such as these are proving to achieve concrete employment and job creation outcomes. A good example is the Jaru Pirjirdi Program at Yuendumu which has led to the employment of more than 50m local young youth

13. Conclusion

The NTER is the best chance of finally fixing the problems in this region. Although the vast majority of the funds allocated so far have had little effect, we are sure that if some of the strategies outlined above are enacted, there can be long-term improvement in the safety of children and the quality of life generally in the remote communities and Alice Springs.

Attachment 1

DEPARTMENT OF HEALTH AND AGEING

EVALUATION OF THE YOUTH WELLBEING PROGRAM IN THE CENTRAL DESERT REGION OF THE NORTHERN TERRITORY

Report

**CULTURAL & INDIGENOUS RESEARCH
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November 2007

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1. BACKGROUND

Petrol sniffing has been a serious issue of concern in several Indigenous communities, often causing illness, death and social dysfunction in communities, and is fuelled by poverty, boredom, unemployment and the availability of petrol¹. Petrol sniffing is of particular concern in Aboriginal communities in Central Australia due to more widespread social and economic disadvantage leading to higher levels of engagement in sniffing behaviour.

While petrol sniffing has a number of significant short and long-term health risks for individuals, including death and increasing levels of disability, petrol sniffing also has major disruptive and destructive effects on family and community structures.

The economic burden of petrol sniffing is also considerable. A report released in March 2006 by Access Economics estimated the costs to be around \$79 million per year.

In February 2001, the Government announced that funding of \$1 million from the Northern Territory allocation of \$2.7 million under the National Illicit Drug Strategy – Illicit Drug Diversion Initiative, would be made available to address the problem of petrol sniffing in the Northern Territory. Through this funding the Youth Wellbeing Program, as delivered through CAYLUS, was established to design and deliver community strategies to increase the health and wellbeing of all young people in communities affected by petrol sniffing.

The Youth Wellbeing Program supports services and assists communities throughout Central Australia, focusing primarily on the Pintubi/Luritja, Walpiri, Arrente, Pitjantjatjara and Alice Springs regions. These locations have been identified as having significant issues with petrol sniffing.

The goals of the Youth Wellbeing Program focus on reducing the incidence of petrol sniffing by enhancing community capacity and increasing opportunities for young people.

In particular, the specific aims of the program are:

- ∞ To reduce the incidence of petrol sniffing in Central Australian Indigenous communities;
- ∞ To improve the social and emotional wellbeing of young people in Central Australian Indigenous communities;
- ∞ Increase the capacity of Central Australian Indigenous communities to address petrol sniffing problems at a local community level;
- ∞ Increase the level of positive activities for young Indigenous people in Central Australian Indigenous communities;
- ∞ To develop and maintain a regional approach to addressing inhalant substance misuse and the provision of Indigenous youth services in Central Australia;

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S. Cairney; http://www.abc.net.au/health/library/petrol_ff.htm

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- ∞ To improve the effectiveness, accountability and range of youth service activities in remote areas; and
- ∞ To improve sustainability of Indigenous youth programs in remote areas.

This evaluation, conducted in 2007, aims to assess the appropriateness, effectiveness and efficiency

of the Youth Wellbeing Program in meeting these objectives.

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2. RESEARCH OBJECTIVES

There are three key areas that were assessed as part of this evaluation of the Youth Wellbeing Program, including the appropriateness, effectiveness and overall efficiency of the program.

Appropriateness

When assessing appropriateness it is important to consider the program both in terms of identified need of the communities as well as the extent to which this corresponds with the Government's desired outcomes. Specifically, the evaluation explored:

- ∞ The consistency of the program with the objectives and principles of the National Drug Strategy;
- ∞ The extent to which the issue of petrol sniffing is being addressed by the Youth Wellbeing Program in its target communities, including a description and assessment of interventions implemented;
- ∞ The current role and function of the Youth Wellbeing Program in the community and possible areas to be expanded or removed;
- ∞ The cultural appropriateness of the Youth Wellbeing Program and the level of community support for the Program;
- ∞ Any alternative services available to address petrol sniffing within the Youth Wellbeing Program's target communities (including any social, geographical and demographic implications) and any overlap which exists between these services and the Youth Wellbeing Program; and
- ∞ Any gaps in service that would exist in the absence of the Youth Wellbeing Program.

Effectiveness

Determining the effectiveness of the program in terms of the ability of the program to produce positive outcomes and reduce the prevalence of petrol sniffing is of key importance. In particular, the evaluation explored:

- ∞ The effectiveness of the Youth Wellbeing Program in reducing prevalence, incidence and harm associated with petrol sniffing (including a review of any external factors which may account for any changes in such a rates);
- ∞ Any factors which facilitate or impede the implementation of the program, identification of these factors and ways of improving service delivery;
- ∞ The impact of the project costs to the communities serviced by the Youth Wellbeing Program and the Northern Territory Government, including the impact on criminal justice, health fields and other community organisations associated with petrol sniffing;

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∞ Assessment of the effectiveness of program management; including strategic and business planning, staff training and supervision, data collection, case management and quality assurance and collaboration with other service providers; and
∞ The relevance of the Youth Wellbeing Program's existing performance measures.

Efficiency

The specific objectives relating to efficiency were to assess:

∞ The administration of the brokerage funds, including the nature of this spending, the impact on the communities receiving the funds, and how the administration of these funds could be improved;
∞ Any overlap of funding from different funding bodies, such as other Australian Government Departments and Agencies and State and Territory Government Departments and Agencies; and
∞ The cost of running the program including comparisons of the ratio of administrative to project costs.

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3. EVALUATION METHODOLOGY

3.1 OVERVIEW

The following diagram outlines the project plan for the evaluation of the Youth Wellbeing Program.

Stage One: Briefing with the Department (Canberra)

Stage Two: Documentary analysis and contextual community profiling

Stage Three: Qualitative consultations

Stakeholder

Consultations Six Site

Visits

Stage Four: Analysis, reporting and development of recommendations

Stage Five: Feeding back to communities

Final project plan agreed upon between the Department and CIRCA

More detail regarding the evaluation is detailed below.

3.2 DOCUMENTARY ANALYSIS AND CONTEXTUAL COMMUNITY PROFILING

The documentary analysis and contextual community profiling stages were conducted concurrently.

3.2.1 Documentary analysis

Prior to conducting the fieldwork, CIRCA conducted an analysis of all documentation and data available from the Department and/or CAYLUS relating to the Youth Wellbeing Program. This review included:

- ∞ The report from the previous evaluation conducted in 2004;
- ∞ The six-monthly reports provided by CAYLUS to the Department of Health and Ageing (December 2005 and July 2007);

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- ∞ Individual reports provided by CAYLUS to the Department of activities conducted in each community (December 2005 and July 2007); and
- ∞ The contract between the Department of Health and Ageing and Tangentyere Council.

3.2.2 Contextual community profiling

This involved scoping and profiling the nature of each community accessing Youth Wellbeing Program funding, to map the evaluation context for each location. This included:

- ∞ Information on the size of the community;
- ∞ The range and nature of Youth Wellbeing Program activities that have been implemented in that community;
- ∞ Any other issues that may affect the ability for the evaluation to be conducted (e.g. having worked with CAYLUS in the last 12 months, having stakeholders in the community with a history of working with CAYLUS); and
- ∞ Consultations with CAYLUS staff to discuss the appropriateness of including a range of communities.

Based on this analysis, six communities were selected for the site visits, with a further five proposed to be included via telephone consultations. The final communities selected were:
Site visits

- ∞ Imanpa
- ∞ Mutitjulu
- ∞ Docker River
- ∞ Papunya
- ∞ Hermannsburg (Ntaria)
- ∞ Titjikala

Telephone consultations
 Alice Springs
 Yuendumu
 Kintore
 Willowra
 Mt. Liebig

3.3 QUALITATIVE CONSULTATIONS

A wide range of stakeholders and community representatives from the five regions that access Youth
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Wellbeing Program funding and services were consulted. The table below lists the organisations consulted.

Table 1: List of Stakeholders

Site Visits

Imanpa Papunya

Council CEO Council CEO
 Council Chairperson Elders
 Health Worker Office of Local Govt
 Youth Worker Reconnect worker (Waltja)

Docker River Titjikala

JDU Worker Council CEO
 Anthropologist Reconnect worker (Waltja)
 Chairperson

Mutitjulu

Council CEO
 Youth worker

Ntaria / hermannsburg

Ntaria Community Government Council Operations manager
 Health Services Development Officer, Western Aranda Health Aboriginal Corporation
 Sport and Recreation Officer

Telephone Consultations

Alice Springs

FACSlA, Petrol Sniffing Strategy
NPY Women's Council
Drug and Alcohol Services Association Alice Springs (DASA)
Bush Mob
Alice Springs Youth Accomodation and Support Services (ASYASS)
NT Juvenile Diversion Unit (JDU)
Supacheap Autos
Alice Srings Councillor
Deadly Treadlies
NT Police
Waltja
Tangentyere Council
Kintore
Council CEO
Substance Abuse Worker
Sport and Recreation worker
Willowra
Youth Worker
Mt. Liebig
Youth Worker
Yuendumu
Mt Theo program

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3.4 CONSIDERATIONS

The research was conducted during a time of considerable change within Central Australia, as the Australian Government had commenced the Emergency Intervention. While stakeholders were very willing to participate in the research, these changes had an impact on timing, as site visits were delayed due to the intervention.

It should also be noted that within remote communities there is considerable staff mobility, and especially with the site visits in Imanpa, and Mutitjulu where Mission Australia has began implementing the Northern Territory Integrated Youth Services Program, it was difficult to access people working in the communities with direct experience working with CAYLUS. The site visits to Papunya, Titjikala and Hermannsburg were far more effective in accessing people in the communities

with direct experience.

4. EVALUATION FINDINGS

4.1 ASSESSMENT OF THE YOUTH WELLBEING PROGRAM: AN OVERVIEW

The contract between the Department of Health and Ageing and Tangentyere Council (October 2004)

lists the youth Wellbeing Program goals as follows:

1. To reduce the incidence of petrol sniffing in Central Australian communities;
2. To improve the social and emotional wellbeing of young people in Central Australian communities;
3. Increase the capacity of Central Australian Aboriginal communities to address petrol sniffing problems at a local community level;
4. Increase the level of positive activities for young people in Central Australian communities;
5. To develop and maintain a regional approach addressing inhalant substance misuse and provision of youth services in Central Australia;
6. Improved effectiveness, accountability and range of youth service activities in remote areas;
- and
7. To improve sustainability of youth programs in remote areas.

Based on the consultations with a wide range of stakeholders and community members, this research suggests that CAYLUS have had some success in meeting all of these objectives.

Objective 1 – Consultations indicate that CAYLUS have contributed to a significant reduction in the number of petrol sniffers in the remote communities. Estimates provided in this review indicate that the number of people sniffing regularly in the relevant communities has

decreased from 197 in 2003 to 12 in 2007. In fact, the reduction is likely to be even greater than this estimate, as the 2003 figure does

not include the number of people sniffing in Alice Springs.

Objective 2 – Measuring social and emotional wellbeing is very challenging.

Based on the qualitative

discussions, CAYLUS have been successful in assisting in or providing meaningful youth programs for

young people in a large number of remote communities

Objective 3 – CAYLUS have worked closely with communities and enhanced their capacity to address

petrol sniffing at a local level

Objective 4 – CAYLUS have directly provided activities for young people in a range of communities, as

well as assisted youth workers and communities to provide youth programs.

The population of young

people in the communities that CAYLUS work with is approximately 18,700.

Objective 5 – CAYLUS maintains a regional approach in addressing inhalant substance misuse and

providing youth services in Central Australia

Objective 6 – Anecdotally, the research found that CAYLUS have been integral to improving the range

of youth service activities in remote areas, and the effectiveness of these activities. The research was

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not able to assess accountability of these youth services, although the consensus was that funds

invested in these youth programs was *“money well spent”*

Objective 7 – CAYLUS have assisted communities to source ongoing funding for youth programs, and

have also developed capacity within communities to develop youth programs.

Estimates provided by

CAYLUS indicate that CAYLUS have assisted communities to access \$5,885,000 in the last three

years.

Overall, based on the consultations, the research indicates that CAYLUS have achieved a notable

level of success in meeting the objectives of the program.

The remainder of this section details the results from the research in terms of the activities that have

lead to CAYLUS meeting these objectives, and the perceived factors in their approach that were seen

to contribute to their success.

4.2 APPROPRIATENESS

The evaluation sought to explore whether the Youth Wellbeing Program is appropriate for identified needs in the communities. In particular, the evaluation explored the extent to which the program addresses petrol sniffing, the cultural appropriateness of the Program, and gaps and overlap in the delivery of the Youth Wellbeing Program.

4.2.1 Extent to which the Youth Wellbeing Program addresses petrol sniffing in target communities

Responses from community members, stakeholders and government representatives were unanimous in their agreement that the Youth Wellbeing Program has had an impact on petrol sniffing in the target communities. While it is very difficult to pinpoint the impact of an individual program in communities given the varying dynamics of communities and the range of programs and services in operation, it was clear that the Youth Wellbeing Program had contributed significantly to the reduction of petrol sniffing in communities.

A range of examples were given of the activities that CAYLUS have implemented that were seen to have a significant and direct impact on petrol sniffing:
∞ CAYLUS were seen as integral to the **roll-out of Opal Fuel** in Central Australia through lobbying and advocacy, and importantly through their direct work with communities. Many saw this as a key aspect of their work that has contributed to the reduction of sniffing in communities.

“People had talked about Opal Fuel for decades, but they made it happen in two years” (youth worker)

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∞ CAYLUS have provided a large number of **youth diversion programs** in communities, in particular school holiday programs and after-school programs, which have been important in addressing petrol sniffing. Their ability to provide youth workers in remote

communities is highly valued. Some even commented positively about their ability to find appropriate workers on the ground, and that they are quick to terminate an arrangement if it is not working out.

Most spoke positively about the holiday programs delivered by CAYLUS. ∞ CAYLUS were seen as integral in the development and implementation of the **VSA**

legislation. The VSA legislation, and police's capacity to enforce this legislation, was seen to be having a positive impact on sniffing.

∞ CAYLUS have provided **assistance to communities in implementing youth programs,**

and this has varied from assisting in the recruitment of youth workers, providing an induction and support to youth workers, providing equipment and resources (such as video equipment, laptops, etc), assisting communities to apply for funding, applying for funding on the communities' behalf where requested, and financial assistance through the brokerage funds.

The assistance CAYLUS provides communities in sourcing funding was seen as critical for

the implementation of the youth programs, and CAYLUS were respected for their ability to

provide information on funding options, to prepare funding submissions, and to distribute

these funds to communities. Several community CEOs and youth workers said that this was a

very valuable service, as they do not have the time/capacity to do the submissions

themselves, and this assistance enabled the communities to have access to funds that would

not ordinarily have been possible. Assistance in sourcing funding was also seen as beneficial

in communities where the council was not functioning appropriately (see section 4.3.2 for

more information on CAYLUS role in accessing funding).

"If it weren't for CAYLUS we wouldn't be able to do a lot of activities like sports days, sport

and recreation, and out-of-school hours programs" (Hermannsburg)

"CAYLUS recently organised funding for the holiday program, and we would have missed out

on it if CAYLUS didn't apply for it" (Mt. Liebig)

∞ CAYLUS provide **support, advice and assistance to communities in relation to**

substance use. This varies from intensive community development with communities, to

crisis response.

“In Papunya CAYLUS ran the school holiday programs which included activities for young children as well as teenage groups. They also run the Outreach program to this community which provides a life line of support and information to the community relating to the areas of substance abuse. They provide great support for the workers in Papunya. There was an outbreak of petrol sniffing and we phoned CAYLUS who had a plan in place and were able to implement the plan quickly and effectively.”

“They are only a phone call away” (remote community worker)

∞ CAYLUS were seen to deliver **community capacity building in communities**, and to have

been effective in engaging with and empowering communities so that decisions and activities

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are community led.

“The communities owned the Opal decision” (youth worker)

∞ **Case Management** is an important component of the services provided by CAYLUS, and

communities as well as youth workers and other substance abuse workers spoke very highly

of this service. CAYLUS have developed strong relationships with communities, and it is

critical that CAYLUS can respond to requests for help from individuals, families and

communities with case management support. It appears that CAYLUS is able to work closely

with other service providers in the region to deliver this service, and several workers

mentioned that they joint case manage with CAYLUS, and that this works very well. CAYLUS

themselves also highlighted the importance of case management, and noted that having a

dedicated case worker enhanced the capacity of the organisation to continue their focus on

community education and development. CAYLUS’ ability to *“get people into rehab”* was

viewed very positively.

∞ CAYLUS played an important role in **working with retailers** to address the sale of volatile

substances. An example includes working closely with SupaCheap Autos, where CAYLUS

accessed funds to purchase the remaining stock (600 cans) of toxic paint, and this was then replaced with non-toxic paint. They were also integral in the introduction of a register where

ID is needed to purchase paint and creating a “non-sellable” list.

∞ Providing **support to workers “on the ground”** was identified as an important role that

CAYLUS play, and included ongoing support/guidance and inductions. For example,

CAYLUS provide education about the remote communities to workers, and this history was

seen as important as there is very rarely a paper trail, but knowing the history was seen as

very valuable when working with communities. Mission Australia workers also appreciated the

support that CAYLUS had provided them. There is a potential for this role to be formalised

and expanded, and workers also suggested CAYLUS play a co-ordination role, as they are a

good source of information for activities/workshops/program that are available (e.g. artists).

∞ **Networking** was mentioned, but not as often as other aspects of the CAYLUS program.

Youth workers felt that CAYLUS provided opportunities to be kept up-to-date, and that this

would be difficult for the workers to do themselves. However, there were a few suggestions

that the formal inter-agency co-ordination role that CAYLUS provides could be improved as

the notice for meetings was insufficient and some people said that they had not been

informed of some meetings.

4.2.2 Cultural appropriateness of the Youth Wellbeing Program and level of community support

Overall the research suggests that CAYLUS deliver a culturally appropriate service to remote

communities and to Alice Springs Town Camps. All the consultations indicated that there is

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considerable community support for the Program. The factors that contribute to this perception are:

∞ The staff have considerable experience in remote communities, and this is

seen to provide an expertise that is appreciated and valued

- ∞ CAYLUS have an extensive knowledge of petrol sniffing in Aboriginal communities. As one Council CEO noted, CAYLUS *“hit the ground running and they don’t need a lot of support from Council, as often people take up a lot of time. CAYLUS work a lot with Council without getting on our nerves.”*
- ∞ CAYLUS staff are able to limit the influence of local politics in delivering their service. They were seen to be able to work with a huge range of stakeholders in sometimes difficult circumstances, and to be *“good at bringing disparate interests together”*.
- ∞ Their commitment and passion were identified as critical to the success.
- ∞ CAYLUS relationships in communities are key to their effectiveness, and their credibility in communities was identified consistently as an important factor in their success. CAYLUS conduct comprehensive consultations with communities and *“reflect what the communities want”*, *“follow community direction”* and *“understand community dynamics”*. The fact that they travel widely was also seen as important in building these relationships, as this is not always the case for staff who work in outreach with remote communities.
- ∞ The reliability of CAYLUS was important, and the perception was that CAYLUS are *“well known for getting the job done”*.
- ∞ Several people commented on the ability of CAYLUS to provide youth workers ‘on the ground’ as an important asset.
- ∞ Providing a centralised and supported service with a regional approach was seen as positive.

4.2.3 Alternative services available to address petrol sniffing within the target communities

The service and policy framework within Central Australia addressing petrol sniffing has changed significantly over recent years, and this has had an impact on the communities that CAYLUS work with, and the support that they provide.

In September 2005 the Australian Government announced funding (\$9.5 million over two years) to support a comprehensive regional strategy to tackle petrol sniffing within the

Central Desert Region.

The Western Australian, Northern Territory and South Australian governments have given their

support to an Eight Point Plan of action. Elements of the Eight Point Plan include a rollout of unleaded

Opal fuel to affected communities, roadhouses and pastoral properties in the targeted area, a uniform

legal framework across the region dealing with petrol sniffing and mental health, appropriate levels of

policing, alternative activities for people in the area, rehabilitation and treatment facilities, a

communication strategy, activities to strengthen and support communities and evaluation. CAYLUS

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have worked with government agencies in implementing the eight point plan, and are seen to

complement the strategy as they are “*a critical part of the government armour to address substance*

abuse.” CAYLUS also played an important role in providing holiday programs recently when contracts

were being negotiated with Mission Australia for the roll-out of the youth program through the Petrol

Sniffing Strategy.

There was one service provider that identified changes in their working relationship with CAYLUS as

a result of the changing service framework. The Drug and Alcohol Services Association Alice Springs

(DASA), a rehabilitation service, historically co-case managed with CAYLUS, and it is estimated that

there were 30 admissions over a two year period. CAYLUS worked with DASA to develop a

rehabilitation program for sniffers. This service allowed people to come in with a support person for at

least 10 days, and they were jointly managed by CAYLUS and DASA. It was noted that CAYLUS does

not work as closely with DASA as they have in the past because there are more services on the

ground, and because DASA now work with court clinicians with VSA clients.

However, consultations with a wide range of service providers in the Central Australian region did not

identify significant concerns with overlap, as CAYLUS is seen to work well with other organisations

and to be dynamic so that they fill gaps rather than duplicate existing services.

Several youth and substance abuse workers indicated that they currently joint case manage with CAYLUS and that two way referrals are operating (e.g. with Waltja and CAYLUS), and that this works well. Also, given the mobile population in Central Australia, this cross-over of services was seen as less of an issue. While a few questioned this overlap, the general consensus was that CAYLUS work very effectively with other agencies in delivering services and support to communities.

It was also clear from the interviews that communities, service providers and government agencies felt that there would be considerable gaps in the delivery of support and services to remote communities if the Youth Wellbeing Program was no longer available.

4.3 EFFECTIVENESS

It is very difficult to accurately measure the impact of CAYLUS on reducing the incidence of petrol sniffing because a range of strategies have been implemented since 2005 to address petrol sniffing, and it is impossible to distinguish the impact of individual organisations and strategies. However, the overwhelming response from the consultations was that CAYLUS have been effective in reducing the prevalence, incidence and harm associated with petrol sniffing. Clearly the introduction of Opal Fuel is critical to the reduction in petrol sniffing, but CAYLUS are inextricably linked to the successful roll-out of Opal fuel. As well, CAYLUS' holistic approach to addressing both supply and demand is seen as critical.

The table below provides estimates of the incidence of petrol sniffing in the communities that CAYLUS

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works with. As highlighted above, these changes are not solely attributable to CAYLUS' programs, but they do demonstrate the significant impact of a range of strategies and programs, including those of CAYLUS. Importantly, in October 2007, CAYLUS estimates that there were 12 people sniffing in the region that they service, an overwhelming reduction from 197 people in 2003

and 131 people in 2005.

The region that CAYLUS service includes 36,630 people, of which 18,790 are young people.

Table 2: Population numbers and estimates of petrol sniffing prevalence in Central Australia

Community Total	Population	Population of young people	No. of people sniffing – Feb 2003 (1)	No. of people sniffing – Dec 2005 (1)	No. of people sniffing – Oct 2007 (2)
Papunya	450	280	50	60	0
Mt Liebig	300	180	40	4	0
Kintore	500	300	40	25	0
Areyonga	200	120	4	0	0
Ntaria (3)	400	230	18	7	0
Aputula (3)	300	180	N/A	N/A	0
Imanpa (3)	300	180	15	15	0
Docker River	400	200	10	0	0
Mutitjulu (3)	300	150	20	20	0
Bonya	180	100	N/A	N/A	0
Amplitwatja	300	180	N/A	N/A	0
Harts Range	300	150	N/A	N/A	0
Lake Nash (3)	500	290	N/A	N/A	0
Ikuntji	200	120	N/A	N/A	0
Willowra	400	220	0	0	0
Yuendumu	800	500	0	0	0
Nyirripi	200	120	N/A	N/A	0
Laramba (3)	300	180	N/A	N/A	0
Ti Tree (3)	600	350	N/A	N/A	0
Ali Curung	300	190	0	0	0
Titjikala (3)	300	180	N/A	N/A	2
Mt Allan	300	190	N/A	N/A	0
Yulara	800	200	N/A	N/A	0
Alice Springs	28,000	14,000	N/A	N/A	10 (4)
TOTAL	36,630	18,790	197	131	12

(1) Source: CAYLUS Six-Monthly Report July-Dec 2005 where CAYLUS provided estimates of the number of people sniffing regularly

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(2) Estimates provided by CAYLUS in October 2007

(3) There have been short outbreaks in these communities in 2007. CAYLUS and other agencies have assisted communities to deal with the outbreaks and they have not been ongoing.

(4) There have been frequent outbreaks in Alice Springs. Aside from this, there are ten people that are known to be sniffing in October 2007.

Following are several examples that demonstrate the role CAYLUS has played in the reduction in the incidence of petrol sniffing in several communities. Again, it is important to keep in mind that it is not possible to attribute the reduction entirely to CAYLUS, but the overwhelming response from the consultations was that CAYLUS have been effective in reducing the prevalence, incidence and harm associated with petrol sniffing

Papunya

Discussions with Community Council members, the CEO, and youth workers from Papunya indicated that the number of petrol sniffers has reduced from up to 100 sniffers several years ago to the current situation where the CEO noted that *“there has been no sniffing for over 12 months.”* CAYLUS was identified as contributing significantly to this reduction through community capacity building, assisting in running diversionary programs, assisting in sourcing funding, providing support to workers in Papunya, and running school holiday programs.

“They contributed to the running of the diversionary program with some of the local Aboriginal men which had a major impact on the almost irradiation of Petrol Sniffing in Papunya. They provide great support for the workers in Papunya. There was an outbreak of petrol sniffing and we phoned the people at CAYLUS who had a plan in place and were able to implement that plan quickly and effectively. Some of the changes which are noticeable in the community are only 12 months ago some of the kids who were suicidal are now playing football.”

Hoppy’s Camp (Alice Springs)

A youth worker noted that there used to be 50-60 incidents a week in Alice Springs (where there were call-outs), and Police, Alcohol and Drug workers and CAYLUS would go and visit weekly, whereas now it is down to about 4-5 incidents a week. The co-operation of the three

agencies was also seen as a positive step in reducing the prevalence of petrol sniffing. Twelve petrol sniffers were also taken to Mt Theo for rehabilitation services.

Docker River

Stakeholders indicated that the impact in Docker River went beyond reducing the incidence of petrol sniffing, and included improving school attendance, child health, and creating a “citizen” culture among family and individuals. Workers noted that now Docker River has no “actual sniffers”, and quite a few “x-sniffers”, whereas in 2003 it was estimated that there were 10 sniffers.

CAYLUS worked with

Docker River in empowering the community, developing the youth program (with the JDU youth

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worker), providing legal advice, accessing rehabilitation for petrol sniffers, and delivering holiday programs.

Willowra

In response to a death in the community CAYLUS has been working closely with Willowra for several

years. Stakeholders noted that CAYLUS spent a lot of time talking to the community and helped the community address problems with petrol sniffing by “*building the community up*” and “*building the youth worker up*”.

In the initial stages CAYLUS provided equipment (a video camera, band equipment,

a laptop computer and an amp) and this formed the basis of the initial youth program. CAYLUS were

also seen to develop the capacity of the community so that the youth worker is now able to prepare

submissions in conjunction with the community. It was noted that Willowra had “*a large population of chronic sniffers*” and now there is no regular sniffing, although they have

occasional outbreaks. This

was provided as a positive example of CAYLUS’ community capacity building as the community feels

they “*stopped sniffing themselves*”.

Kintore

CAYLUS works alongside the substance abuse worker and the sport and recreation worker in Kintore,

and have assisted in obtaining funding grants, and CAYLUS recently put in an application for three year funding for the substance worker.

Lake Nash

CAYLUS have recently started working with Lake Nash, which has a large population of young people (approximately 170 under 25 years), in response to a sniffing outbreak. CAYLUS have talked to the community about Ilpolera outstation, have helped find a sport and recreation worker, have supported the school holiday program, and have also recently put in a submission for funding for another youth worker in the community. If this funding application is successful the funding will go directly to the community. Lake Nash is on the edge of the Opal area, and the nearest sniffable fuel is only 50 km away.

Titjikala

This is a different scenario, as this is the only community consulted where it was noted that petrol sniffing is still an issue, and stakeholders felt that *“there is still a significant amount of sniffing going on”*. However, it was stated that the community is *“very good at taking care of sniffers, we get them out of the community as soon as they are seen sniffing and send them back to wherever they have come from. If they are from the community we ring CAYLUS to make arrangements to get them back on track, and some get sent to diversionary programs.”* Recently CAYLUS have made several trips to Titjikala to take the petrol sniffers to Ilpolera outstation, but at the time of writing this had not eventuated. Titjikala also recently had problems with the community store not selling Opal fuel, and this store manager has been sacked.

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4.3.1 Reach of CAYLUS

As outlined in table 2 above, CAYLUS works with 24 communities, and this includes approximately 36,630 people in total, of which 18,790 are young people. CAYLUS believe that all people in these communities have been helped by the range of petrol sniffing programs that have been implemented.

As well, CAYLUS have also provided an estimate of the number of people directly affected by specific programs, as follows:

- ∞ Holiday programs in remote communities – CAYLUS provide regular holiday program services to 16 communities, and this provides services to 2,400 young people per year;
- ∞ Youth programs interim provision for six months (2006/2007) in Aputula, Imanpa, Docker River and Mutitjulu – Approximately 700 young people participated in these programs;
- ∞ Youth programs in Ikuntji and Papunya – CAYLUS have been running the programs for 8-10 months, and have provided substantial support for the last three years. Approximately 400 young people have benefited from this service/support;
- ∞ Providing substantial support to key youth programs – CAYLUS have provided this support to programs in Ntaria, Willowra and Kintore, servicing approximately 750 people;
- ∞ Casework – The case load has been approximately 100 for the last three years, with around 30 cases active at any one time;
- ∞ Rehabilitation support – CAYLUS have provided support to a range of rehabilitation services, and the number that have benefited from this is around 310 (50 at Ilpurla, 200 at Mt Theo, 50 at Ipolera, 10 at DASA and 2 at CAAPU).

4.3.2 Supporting communities to access funds

Many community representatives and youth workers spoke of the assistance CAYLUS provided in accessing funds. Assistance ranged from providing advice to communities on possible funding opportunities, providing assistance to prepare grant applications, to preparing the submissions on behalf of the community.

This assistance is not formally recorded by CAYLUS, although an estimate was provided for this review. The role of CAYLUS in funding submissions is summarised below:

- ∞ Wrote approximately 100 Remote Area Aboriginal Alcohol and other Substance Strategy (RAAASS) applications in the last three years. This program provides grants of up to \$5000, and in the last three years CAYLUS assisted communities to access \$500,000 in total;
- ∞ Prepared two submissions for Papunya Sport and Recreation funding, and one for Ikuntji,

each for approximately \$35,000 (\$105,000 in total);
∞ Wrote a submission for the Substance Abuse worker in Kintore, which is \$250,000 for three years (through NT Government);
∞ Wrote the submissions to Family and Community Services and Indigenous Affairs (FaCSIA) for Papunya Outside School Hours Care and vacation care funding, which resulted in funding

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of \$80,000 per year for three years (\$240,000 in total);
∞ Assisted Ilpurla to apply for the refurbishment funding, where \$2,000,000 was provided for the refurbishment;
∞ Wrote a submission for a second worker at Ilpurla that resulted in funding of \$250,000 over two years;
∞ Helped secure funding for the youth program at Warlpiri Region through Warlpiri Education Trust, which was for \$1,000,000 over three years;
∞ Facilitated successful National Indigenous Drugs Strategy (NIDS) bid for Willowra which was \$110,000 over 18 months;
∞ Wrote Initial NT Family and Community Services (FACS) Youth Initiatives Program Submission for Willowra, resulting in funding of \$80,000;
∞ Applied for Recurrent Interim Service Provision for 8 Point Plan region, which was \$600,000 over 6 months;
∞ Secured ABA funds for holiday programs in Bonya and Lake Nash resulting in funding of \$90,000 over 18 months;
∞ Helped secure funds for Ipolera (when it was running) of \$300,000;
∞ Applied for brokerage to support unfunded clients attending rehabilitation at Ilpurla and Mt Theo, amounting to \$300,000 over 18 months;
∞ Accessed funds amounting to \$60,000 for community projects to support Volatile Substance Abuse (VSA) Act education.

Based on these estimates, CAYLUS assisted communities to access \$5,885,000 in the last three years.

CAYLUS noted that working with communities to access funding is an

important strategy that they utilise to engage with communities and encourage involvement. In this approach CAYLUS work with the community to identify required funds for specific projects, and work together to prepare the submission. In most cases, where the community has the administrative capacity, the community receive the funding directly.

4.4 EFFICIENCY

4.4.1 Governance Structure and administration costs

Tangentyere Council is the service delivery agency for CAYLUS, and the project management structure includes a Reference Group. There have been some concerns regarding the appropriateness of CAYLUS sitting under Tangentyere Council, mainly due to the 14% fee that Tangentyere Council charge, and because of the limitations in the accommodation provided. However, CAYLUS have indicated that they are happy to sit under Tangentyere Council. CAYLUS noted that being within Tangentyere Council offers several advantages:

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- ∞ Tangentyere Council provide an overdraft facility which allows CAYLUS to employ workers on the ground prior to funding coming through, and this happened recently with the provision of the holiday programs while the Mission Australia contract was being negotiated;
- ∞ Tangentyere Council provide financial services including accounting and auditing;
- ∞ Tangentyere Council oversee spending, and amounts over \$200 are approved by the Finance Manager, with the Executive approving spending amounts over \$2000;
- ∞ The location is beneficial as Tangentyere Council is a gathering place for many Aboriginal people, so it allows CAYLUS to be accessible;
- ∞ The Tangentyere Council mechanic maintains the CAYLUS vehicles. CAYLUS pays for this service, but have noted that it is very convenient to have someone on the premises to provide mechanical services;

- ∞ CAYLUS are able to borrow cars from Tangentyere Council if needed;
- ∞ Tangentyere Council provide IT support;
- ∞ Human Resources provide advice to CAYLUS when dealing with contractors; and
- ∞ Insurance through Tangentyere Council covers CAYLUS staff and contracted workers for public liability, and also covers the vehicles.

The question regarding efficiency with regards to administration costs is based on an assessment of whether the 14% administration charge of Tangentyere Council is reasonable given the services provided. Based on the feedback from CAYLUS this is perceived to be an appropriate fee, especially as the financial management, IT support and location are highly valued (although there is a need to improve the accommodation to provide confidentiality when necessary). Government representatives were less likely to view the administrative fee as appropriate. This is an issue that should be further explored, and assessing other models of governance will need to consider the cost implications with regards to administrative services.

There were a few suggestions for CAYLUS to become their own entity, although the costs of this should be considered, as there would need to be accommodation, administration support and a management structure (CEO/administrator). This option also poses some risks, as there could be a very negative impact if it was not possible to employ an appropriate CEO/administrator.

While it was suggested that CAYLUS could sit under another organisation such as Mission Australia, there was some concern that this may also stifle their ability to work effectively with communities.

Another suggestion was for CAYLUS to work in a multi-jurisdictional capacity through a whole-of-government approach in the expanded petrol zone. Relevant Departments could include South Australia, The Northern Territory, and Western Australia Governments, as well as Federal

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Government agencies such as the Department of Education, Science and Training, the Attorney General's Department, the Department of Family and Community Services and Indigenous Affairs, and the Department of Health and Ageing. This whole-of-government approach could potentially provide more funding to allow CAYLUS to be a separate entity.

It should be noted though that CAYLUS were not particularly keen about being a separate entity, although discussions were very loose in this regard.

4.4.2 Funding Sources

The table below details the funding sources for CAYLUS in the 2006-07 financial year.

Table 3: CAYLUS Funding June 2007 (ex GST)

Funding body	Amount	Purpose
FACSlA/ ICC	47,652.00	
\$ Interim OSCH Service Mutitjulu		
FACSlA/ ICC	406,597.00	
\$ Interim youth services 8 point plan		
FACSlA ABA	91,200.00	
\$ Holiday programs at Bonya and Lake Nash		
AERF	4,400.00	
\$ Professional Development Tristan		
AG's NCCP	77,000.00	
\$ Volatile Substance Supply reduction		
AG's	350,119.00	
\$ Rehab Placement brokerage		
DEST	150,000.00	
\$ SchoolHolidays prog West Macs		
Central Land Council	30,000.00	
\$ Aftercare Mutitjulu		
NT Police JDU	88,000.00	
\$ Remote youthworker support		
NT Police JDU	40,000.00	
\$ Papunya outreach worker		
Health and Aging	1,466,617.00	
\$ core operations interim services		
Total	2,751,585.00	
\$		

As can be seen, CAYLUS source funds from a wide range of agencies, which was identified as one of

the benefits CAYLUS offer communities.

4.4.3 Administration of the brokerage funds

Brokerage funds are critical to effectively working with remote communities and responding immediately to concerns. Many of the community councils and service providers commented positively on CAYLUS' ability to provide funds when needed.

CAYLUS have a brokerage fund of \$40,000 per annum (based on the 2005 contract), and this is not pre-allocated to communities, as has been the case in the previous contract arrangement (contract to 2004). Allocation requests over \$2000 are referred to the Reference Group for advice, and allocations under \$2,000 are approved through the normal process of exercising delegation within Tangentyere

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Council.

In the first years of the CAYLUS project the brokerage component of the project was substantial. However it was requested instead by the CAYLUS consortium and recommended in the 2004 CAYLUS evaluation that this pool of funds be reduced in size in preference for employing a second staff member and expanding operational funds. This change is reflected in the breakdown of brokerage spending that follows.

CAYLUS noted that brokerage funds remain an integral part of the CAYLUS program and have been a key component of community development initiatives in nearly all of the communities. CAYLUS did not identify any concerns with the brokerage arrangement or with the burden of administering the brokerage funds.

The following table provides details of the brokerage funds allocated by CAYLUS from January to July 2007.

Table 3: Brokerage funds allocated July 2004 to July 2007

Date Amount To What for
2004/2005

16/7/04 \$18700 Nyirripi Community Upgrade of rec facilities

9/9/04 \$11000 Walungurru/Kintore Night patrol project first instalment
 9/12/04 \$1014 Willowra School holiday program workers flights
 10/12/04 \$1500 Willowra Food and goods to support school holiday project
 3/12/04 \$1104 CAYLUS Swags for Outstation clients to be loaned given as necessary
 17/1/05 \$1018.50 Willowra PA and Leads for Youth program
 8/2/05 \$1500 Willowra Employ local program worker for school holidays
 21/2/05 \$5500 Warlpiri Media To deliver workshop at Willowra as a part of school holiday project
 14/3/05 \$3951 Willowra To buy computer equipment for youth program activities and editing (remains property of Tangentyere but on loan long term to the program)
 1/4/05 \$1583 CAYLUS Video equipment for CAYLUS to lend to remote youth programs
 26/5/05 \$5000 Kintore To bring people to run a school holiday program
 2/6/05 \$3300 Warlpiri Media To run touring video festival to Willowra, Papunya, Kintore, Mt Liebig
 14/6/05 \$2312.90 CAYLUS To make stickers designating cars as using Opal
 29/6/05 \$11,000 Kintore To Construct Youth Worker Premises(this is allocated but not paid and was used in part to leverage NT recurrent commitment to Kintore building due to commence in early 2006)
 29/6/05 \$11000 Kintore 2nd Payment (committed but not paid awaiting reporting)

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Date Amount To What for

29/6/05 \$2516.15 Papunya/Kintore To fly workers out for school holiday project
 30/6/05 \$1080 Larapinta To employ worker for school holiday project
 30/6/05 \$3000 Papunya To employ worker for school holiday project

TOTAL

04/05 (1)

\$86,080

2005/2006

25/8/05 \$11000 Kintore 1st Payment on substance abuse worker project
 20/12/05 \$1425.30 Ntaria/
 Hermannsburg
 To cover a surplus cost in getting Opal (one off payment)
 Jan 06 \$11125 Nyirripi Community School holiday program. \$8000 was paid back to CAYLUS as a \$5000 submission we wrote with the community was successful and the council also contributed \$3000 of untied funds
 Jan-April 06 \$1442 Various suppliers Various case management related expenses. AERF caseworker funding carries these expenses currently
 Jan 06 \$2300 Papunya community To employ additional rec worker for school holidays
 Feb 06 \$1438.50 Ntaria Community To cover interim additional expense to the community of Opal fuel as BP and NTFF negotiate Opal supply arrangements so as to ensure Opal supply to the community
 Feb 06 \$11,000 Kintore Community Last payment of Substance abuse worker start-up contract
 March 06 \$22,000 Docker River To purchase minor capital including a trailer, sporting and cooking equipment
 March 06 \$2862 Yuendumu
 Ilpurla
 Costs for Riley and Enid from Mt Theo and Barry Abbott to attend the Access economics Opal cost benefit Analysis launch and other meetings in Sydney

TOTAL

05/06 (1)

\$64,592.80

2006/2007

July 06 \$655 Mutitjulu CAYLUS purchased sports equipment for use in Mutitjulu rec program

July 06 \$2559.90 Bonya Contribution to the cost of a 2 week holiday program

July 06 \$4615.04 NPY Women's

council

Contribution to costs of sending a remote community delegation to the access economics Opal cost benefit analysis

August 06 \$360 Papunya Footballs for rec program

August 06 \$1649.37 Papunya CD Production costs for "Warumpinya Songu" CD produced as a part of youth program.

August 06 \$70.00 Papunya Newspaper AD for Papunya youth worker position

December

06

\$55.00 Docker River Socks for Docker River roller skating program

4/1/07 \$1814.07 Super Cheap Autos

Alice Springs

To buy out stocks of sniffable paint at Super cheap

Autos

18/01/07 \$320.32 Kintore Contribution to the costs of a video making kit for

Kintore

29/01/07 \$500 Hidden Valley Town

camp

Art Supplies for rec program

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Date Amount To What for

30/1/07 \$2445 Papunya Sports Equipment and program materials for Papunya youth support and activities

15/2/07 \$2086.35 Tangentyere Circus Costs of taking kids circus group to indigenous circus

April 07 \$ 4100 Ntaria Support for sniffing interventions in Ntaria, including volunteer placement, interim night patrol support

1/5/07 \$ 700 Kiwirrkurra To support youth activity at Kiwirrkurra following incidents of sniffing in the community

20/5/07 \$100 Docker River Pavers to make a softball pitch

TOTAL

06/07

\$22,030.05

(1) In 2002 to June 2004 CAYLUS looked into supporting several projects in remote communities, but the funds

were not handed over until the following two financial years when everything was in place. This is reflected in the

amount for 04/05 which is \$86,080 and 05/06 which is \$64,592, even though the brokerage budget was \$40,000.

As can be seen, the brokerage funds are significant, and have been utilised to provide a wide range of services and resources. They include providing resources directly to the community, covering staff wages and travel, and supporting sniffing interventions. The above table also suggests that the amount of money allocated through brokerage funds has decreased over time. The preference from

CAYLUS is for a brokerage amount of approximately \$60-80,000 per annum.

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5. FUTURE DIRECTIONS

Overall, there was a clear preference for CAYLUS to continue, and CAYLUS was seen to be in a good position to work more proactively with communities, and to continue key services such as the holiday programs. This section provides feedback on the future direction for CAYLUS across a range of key areas.

5.1.1 Substance Use Focus

The research indicates that there is a need for a continued focus on petrol sniffing, as it was felt “*there is a need for constant vigilance,*” especially given there were several reports of recent outbreaks. One stakeholder also suggested that there has been an increase in petrol sniffing in Alice Springs since the alcohol restrictions were brought in, although they acknowledged that this is anecdotal feedback at this stage. Another stakeholder said that there had been an outbreak of sniffing in Imanpa and this was said to be a result of the alcohol restrictions in Alice Springs, which has meant people are moving back to communities and that this has led to a sniffing outbreak. Others also commented that while the incidence of petrol sniffing has reduced, the underlying causes of petrol sniffing have not been addressed.

Given this, there is still a clear imperative to keep young people occupied in a meaningful way, especially as there is a risk that other substances may replace petrol if young people have nothing to do. However, the research did not find any clear evidence that petrol has been replaced by other substances in the communities.

While it is important that petrol sniffing remains a focus for CAYLUS, there is an opportunity for CAYLUS to widen their brief to cover substance misuse more broadly (marijuana, alcohol, paint

sniffing and glue sniffing), and it was noted that this is happening already to some extent given the preventive and holistic approach CAYLUS takes. A broader brief though will require additional funding, as there may be repercussions if CAYLUS is “*stretched too far.*” It is perhaps timely for CAYLUS to extend to other substances, especially alcohol, given the Australian Government’s Emergency Intervention in the Northern Territory.

There may also be opportunities for CAYLUS’ brief to be broadened to address other related issues such as providing assistance with education in terms of the retention of students in remote communities and developing pathways to employment for youth, which has been an unintended outcome in some cases.

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5.1.2 Case Management

This is a critical component of the service CAYLUS provides, and needs to continue. Having a dedicated case manager also allows CAYLUS staff to concentrate on prevention and community development. There were also a few suggestions for their case management capacity to be increased.

5.1.3 Organisational structure

The brief for this evaluation included assessing the organisational structure of CAYLUS, and opportunities for the future. CAYLUS have a preference for remaining with Tangentyere Council, as they feel they are managed well, and that this association assists in working with communities, especially in town camps. While there was a suggestion that CAYLUS could become their own entity, the costs of this should be considered, as there would need to be accommodation, administration support and a management structure (CEO/administrator). This option also poses some risks, as there would be a very negative impact if it was not possible to employ an appropriate CEO/administrator, and there is also a chance that if CAYLUS were responsible to a reference committee this could effect operations and limit their ability to respond quickly to immediate needs.

Another suggestion was for CAYLUS to work in a multi-jurisdictional capacity through a whole-of-government approach in the expanded petrol zone. Relevant Departments could include South Australia, The Northern Territory, and Western Australia Governments, as well as Federal Government agencies such as the Department of Education, Science and Training, the Attorney General's Department, the Department of Family and Community Services and Indigenous Affairs, and the Department of Health and Ageing. This whole-of-government approach could potentially provide more funding to allow CAYLUS to be a separate entity and the feasibility of this approach should be explored. This approach may also allow for the reporting to be streamlined, so that CAYLUS could provide one report that met the needs of all funding agencies.

One worker also suggested that CAYLUS could play the role of auspicing body for the funding for communities, where there are no appropriate community organisations through which the funding can be directed (for example in Willowra). CAYLUS were seen to be appropriate for this role, and this option should be considered.

5.1.4 CAYLUS accommodation

There were some concerns about the CAYLUS accommodation at Tangentyere Council, especially as it is an open plan office which does not offer a space for confidential discussions. There is also a growing need for storage identified by CAYLUS.

5.1.5 Working with other agencies

There is perhaps room for improvement for CAYLUS in working with other agencies, although this is

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not a significant issue. It was suggested that agencies providing similar services could focus on different communities, and that communities themselves could also have a say about who provides the service. However, the overwhelming response from the research was that there is minimal service overlap, so this is not a high priority.

A few people noted that there is some confusion about the role of CAYLUS, as to whether they provide youth work and direct youth services, education, or support for youth workers, although this was not a significant issue. It may however be valuable for CAYLUS to define this role, especially when working with new agencies and youth workers.

5.1.6 Regional focus

There were a few suggestions that the regions CAYLUS covers could be expanded. CAYLUS were hesitant to do this though, as they feel that their success is driven by their relationships in the communities, and that if they were to expand to areas where they do not have these relationships their effectiveness would be limited. There may however be potential for CAYLUS to work across the expanded petrol zone and this should be considered, although this would clearly require more funding and a larger organisational structure.

The terms of reference for CAYLUS need to provide flexibility, as CAYLUS needs to have the capacity to respond to communities that ask for help, and they have done this in the past with communities that were outside their original brief.

5.1.7 Administration Support

CAYLUS suggested that their capacity could be enhanced with the provision of administration support, as this takes up a considerable amount of their time. The tasks could include answering phones, maintaining office systems (such as an asset register), maintaining the vehicles, mapping the reporting obligations and assisting in the reporting.

There were some criticisms of CAYLUS' organisation of the reference group and inter-agency meetings, and CAYLUS would benefit from administration support that would provide more resources to be dedicated to this aspect of their business.

5.1.8 Housing

Appropriate housing for youth workers was raised as a significant issue that needs to be addressed, and while this is outside the brief of this evaluation, lack of accommodation does limit the ability of

CAYLUS to provide support in communities.

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5.1.9 Community development and support

It was clear that there is a preference for CAYLUS to continue to address prevention as well as rehabilitation, and that a holistic approach is critical. The research suggests there is still a need for CAYLUS to play a role in remote communities doing community development and providing recreation and education services, especially for people who are ex-sniffers.

5.1.10 Support for youth workers

CAYLUS role in providing support to workers “on the ground” was highly valued, and there is potential for this role to be formalised and expanded. This role includes induction, education of youth workers (both when they start and ongoing in terms of keeping youth workers up-to-date with changes), and ongoing support and guidance to assist in the relevance and level of engagement of programs. CAYLUS could also play a co-ordination role by providing information on activities and workshops and programs that are available (eg artists, etc). In particular, providing an induction for youth workers going to remote communities was seen as a service gap that could be filled by CAYLUS.

5.1.11 Employing local people

A few stakeholders mentioned that it is important that any approach aims to employ local people. Docker River is an example where local people were employed in the provision of youth programs, and this is a key component of the Mission Australia model, and an area that needs to be considered for the future development of youth programs.

5.1.12 Brokerage funding and funding submissions

CAYLUS needs to continue their role of providing access to funding for communities, as this is highly regarded. There were no criticisms of the current brokerage model, and this should continue.

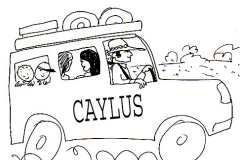
5.1.13 Use of media

Advocacy was seen as an important aspect of CAYLUS’ work, although there

were mixed responses to the use of media. While many acknowledged their advocacy during the roll-out of Opal fuel, and their significance in generating political and media support for this, some questioned the extent of their use of the media. Government staff in particular were concerned about CAYLUS' exposure in the media, which it was felt was sometimes premature. This is something that may need to be managed, and possibly media training would be beneficial

Attachment 2 CAYLUS Costing Of Youth Program Needs in Central Australia

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



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Youth Programs Needs In The CAYLUS Service Area

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

This document sets out a proposal, developed by CAYLUS, for funding youth diversionary programs for communities in the Southern region of the NT. A combination of funding from the Federal Government, NT Government and ABA would be the most efficient way of providing the required services. We propose that the NT fund the wages component and the commonwealth and ABA fund the necessary capital component.

As an agency with many years 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 (mainly petrol). 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.

Only four central Australian communities are being funded through the Federal Government's 8-point plan. The coverage of Opal fuel is, however, much wider. CAYLUS believes that the benefits that are currently being seen in combating petrol

sniffing due to Opal will only be sustained if the roll out is complemented with diversionary youth programs in all communities.

In order to deliver sustainable youth programs funded positions and essential infrastructure are needed in all the communities in the Central Australian region.

The infrastructure 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). There is a proposal before the ABA for a \$3 million allocation for youth infrastructure in the Central Australian region, excluding the 4 Southern communities funded under the 8 point plan. Further funds will be sought from the Federal Government.

Youth positions required are : two per community (one male and one female) plus a brokerage for casual local assistants, plus a pool of youth workers who could be deployed to cover leave to prevent service gaps, plus two administrative positions for overall co-ordination and support of the programs.

1. Youth program costings

This proposal outlines the funding required for the non-infrastructure costs to implement the best practice model regionally. We include salary and other operational costs analysis as part of this minimal level of resources required to establish a youth service based on the model of “Good Practice in Youth Program Development.” At present there is a variety of funding for positions in some communities, but the vast majority is not recurrent, and some is for as little as one year. It is therefore preferable to consider the total cost in order to obtain a clear picture of what is needed. **Our estimate is \$7,200,000 over three years for wages and \$11,150,000 over three years for capital.**

Infrastructure Needs in the Central Australian region of the NT

South West region	2007/08	2008/09	2009/10
Willowra			
Youth worker 1			
Youth Worker 2	\$100,000.00	\$100,000.00	\$100,000.00
Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2	\$50,000.00		\$50,000.00
Recreation Hall	\$200,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total By Year	\$930,000.00	\$130,000.00	\$230,000.00
Wages by year	\$130,000.00	\$130,000.00	\$130,000.00
Willowra Total 3 years	\$2,320,000.00		
Wages 3 years	\$390,000.00		
Yuendumu			
Youth worker 1			
Youth Worker 2	\$100,000.00	\$100,000.00	\$100,000.00
Housing			
Vehicle 1			
Vehicle 2	\$50,000.00		\$50,000.00
Recreation Hall	\$300,000.00		
Casual/trainee			
Total By Year	\$450,000.00	\$100,000.00	\$150,000.00
Wages by year	\$100,000.00	\$100,000.00	\$100,000.00
Yuendumu Total 3 years	\$700,000.00		
Wages 3 years	\$300,000.00		
Kintore			
Youth worker 1		\$100,000.00	\$100,000.00
Youth Worker 2			
Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2			
Recreation Hall	\$300,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total By Year	\$880,000.00	\$130,000.00	\$180,000.00
Wages by year	\$30,000.00	\$130,000.00	\$130,000.00
Kintore Total 3 years	\$1,190,000.00		
Wages 3 years	\$290,000.00		

Nyirripi

Youth worker 1

Youth Worker 2

Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2	\$50,000.00		\$50,000.00
Recreation Hall	\$200,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$830,000.00	\$30,000.00	\$130,000.00
Wages by year	\$30,000.00	\$30,000.00	\$30,000.00
Nyirripi Total 3 years	\$990,000.00		
Wages 3 years	\$90,000.00		

Ntaria

Youth worker 1

Youth Worker 2

Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2	\$50,000.00		\$50,000.00
Recreation Hall	\$300,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$1,030,000.00	\$130,000.00	\$230,000.00
Wages by Year	\$130,000.00	\$130,000.00	\$130,000.00
Ntaria Total 3 years	\$2,720,000.00		
Wages 3 years	\$390,000.00		

Areyonga

Youth worker 1

Youth Worker 2

Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2	\$50,000.00		\$50,000.00
Recreation Hall	\$200,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$1,030,000.00	\$230,000.00	\$330,000.00
Wages by Year	\$230,000.00	\$230,000.00	\$230,000.00
Areyonga Total 3 years	\$1,590,000.00		
Wages 3 years	\$690,000.00		

Ikuntji

Youth worker 1			
Youth Worker 2	\$100,000.00	\$100,000.00	\$100,000.00
Housing	\$250,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2	\$50,000.00		\$50,000.00
Recreation Hall	\$200,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$680,000.00	\$130,000.00	\$230,000.00
Wages by Year	\$130,000.00	\$130,000.00	\$130,000.00
Ikuntji Total 3 years	\$1,040,000.00		
Wages 3 years	\$390,000.00		

Papunya

Youth worker 1			
Youth Worker 2		\$100,000.00	\$100,000.00
Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2	\$50,000.00		\$50,000.00
Recreation Hall	\$ 200,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$830,000.00	\$130,000.00	\$230,000.00
Wages by year	\$30,000.00	\$130,000.00	\$130,000.00
Papunya total 3 years	\$1,150,000.00		
Wages 3 years	\$290,000.00		

Mt Liebig

Youth worker 1			
Youth Worker 2	\$100,000.00	\$100,000.00	\$100,000.00
Housing	500,000		
Vehicle 1	50,000		50,000
Vehicle 2	50,000		50,000
Recreation Hall	350,000		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$1,080,000.00	\$130,000.00	\$230,000.00
Wages by year	\$130,000.00	\$130,000.00	\$130,000.00
Mt Liebig total 3 years	\$1,440,000.00		
Wages 3 years	\$390,000.00		

South West region	Total cost 3 years	\$ 13,140,000.00
	Capital 3 years	\$7, 500,000.00
	Wages 3 years	\$5,640,000.00

South East region

Bonya

Youth worker 1	\$100,000.00	\$100,000.00	\$100,000.00
Youth Worker 2			
Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2			
Recreation Hall	\$200,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$880,000.00	\$130,000.00	\$130,000.00
Wages by year	\$130,000.00	\$130,000.00	\$130,000.00
Bonya Total 3 years	\$1,140,000.00		
Wages 3 years	\$390,000.00		

Ampilatwatja

Youth worker 1			
Youth Worker 2	\$100,000.00	\$100,000.00	\$100,000.00
Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2	\$50,000.00		\$50,000.00
Recreation Hall	\$300,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$1,030,000.00	\$130,000.00	\$230,000.00
Wages by Year	\$130,000.00	\$130,000.00	\$130,000.00
Ampilatwatja Total 3 years	\$1,390,000.00		
Wages 3 years	\$390,000.00		

Harts Range

Youth worker 1	\$100,000.00	\$100,000.00	\$100,000.00
Youth Worker 2			
Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2			
Recreation Hall	\$ 300,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$1,080,000.00	\$230,000.00	\$280,000.00
Wages by Year	\$130,000.00	\$130,000.00	\$130,000.00
Harts Range Total 3 years	\$1,290,000.00		
Wages 3 years	\$390,000.00		

Lake Nash

Youth worker 1			
Youth Worker 2	\$100,000.00	\$100,000.00	\$100,000.00
Housing	\$500,000.00		
Vehicle 1	\$50,000.00		\$50,000.00
Vehicle 2	\$50,000.00		\$50,000.00
Recreation Hall	\$200,000.00		
Casual/trainee	\$30,000.00	\$30,000.00	\$30,000.00
Total by Year	\$930,000.00	\$130,000.00	\$230,000.00
Wages by Year	\$130,000.00	\$130,000.00	\$130,000.00
Lake Nash Total 3 years	\$1,290,000.00		
Wages 3 years	\$390,000.00		

South East regional totals	Total cost 3 years	\$5,210,000.00
	Capital 3 years	\$3,650,000.00
	Wages 3 years	\$1,560,000.00

Central Australian total 3 years	\$18,550,000.00
CA Wages total 3 years	\$7,500,000.00

2. Best practice model

This proposal details a best-practice model for delivering a sustainable, long-term youth service in central Australia.

This model is based on the aim of good practice in youth work. Ms Pauline Fietz was commissioned to document a model of “Good Practice in Youth Program Development”. Pauline is an anthropologist who previously worked for NPYWC as a youth worker at Docker River. Along with Mark Swindells, a youth worker employed by the Docker River Council and the young leaders of the Docker River Youth Committee, Pauline developed the well-regarded youth program which is often cited as the “Docker River model” (see Appendix A).

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 are 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.

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

Willowra – 220 youth

There is a Recreation Hall that has been funded for renovation by Commonwealth FACSIA.

There is a youth worker funded by NT HCS, plus operational funds which come from Commonwealth FACSIA. The position is auspiced by Mt Theo .

There is currently no suitable accommodation, Demountables have been committed through the NT Intervention but may be a long way off.

It should be noted that Willowra Community Council lost its incorporated status several years ago. There is no current local capacity to administer grants.

Yuendumu- 500 youth

There is a Recreation Hall which is described as dangerous and needs rebuilding or major renovation.

There are two duplex houses for workers' accommodation

There are funded positions through the Mt Theo program, one of these, a youth worker position, was AERF-funded. This funding expires this year.

Kintore- 300 youth

There is an operational Recreation Hall which needs renovation.

One Recreation Worker (funded by OSHC and Sport & Recreation) is in a council flat – not guaranteed.

One Youth Substance Abuse Worker (funded by NTHCS to June 2008 thru the Council) who does case work and recreation activities. There is a house for program staff that needs renovation.

There is a Substance Abuse worker position funded at the local Health Service. There is Health Service accommodation for this position (should it be filled) which is not available to non-health staff.

2 troopies, both are second hand and need replacing.

Nyirripi- 120 youth

There is a community hall which needs renovation and could be used for youth activities. There will be funding for two youth workers and a vehicle from 2008 under Royalties funding but there is no accommodation for them so the program may not be able to run.

Ntaria- 230 youth

There is a small recreation hall which needs renovation.

There is one local recreation workers funded by Sport & Recreation plus OSHC.

There is no accommodation.

There is a car that is shared between other Council projects.

Areyonga- 120 youth

There is a Recreation Hall that needs renovation. There is a pool, which uses most of their recreation funding to keep going.

There is no accommodation for a youth worker, nor a vehicle.

There is some Sport & Recreation money and OSHC funding – not enough for a f/t position. The Council cannot apply for more funding due to lack of accommodation.

Papunya – 280 youth

Recreation Hall which needs renovation

One youth worker house

CAYLUS is administering FACSIA and JDU funding for two youth workers. JDU funding will run out in June, 2008, after which there will be one youth worker.

There is a 2nd hand Troopie.

Mt Liebig- 180 youth

There is a small Recreation Hall – needs air conditioning. No Recreation Worker currently, though they have OSHC funding. No structured activities.

No accommodation for the worker. The community has had to recruit workers within the community, which seriously limited the capacity to hire qualified or experienced workers.

No vehicle.

Ikuntji – 120 youth

There is a Recreation Hall which is only used for discos and bands. There is a renovated homestead with space for youth activities.

There is one bedroom house for the youth worker, Council owned, use not guaranteed.

There is a Troopie for the position leased from CAYLUS.

CAYLUS administers FACSIA funding for the youth program.

Harts Range – 150 youth

There is a basketball court with lights and a very basic shed
has some NT Sport and rec funds (app 30k p/a), there is no dedicated house or
vehicle.

Lake Nash – 200 youth

There is a basketball court
There is a Sport and rec worker (NT and DCITA funded)
has a program vehicle which will need replacing
There is no dedicated program house

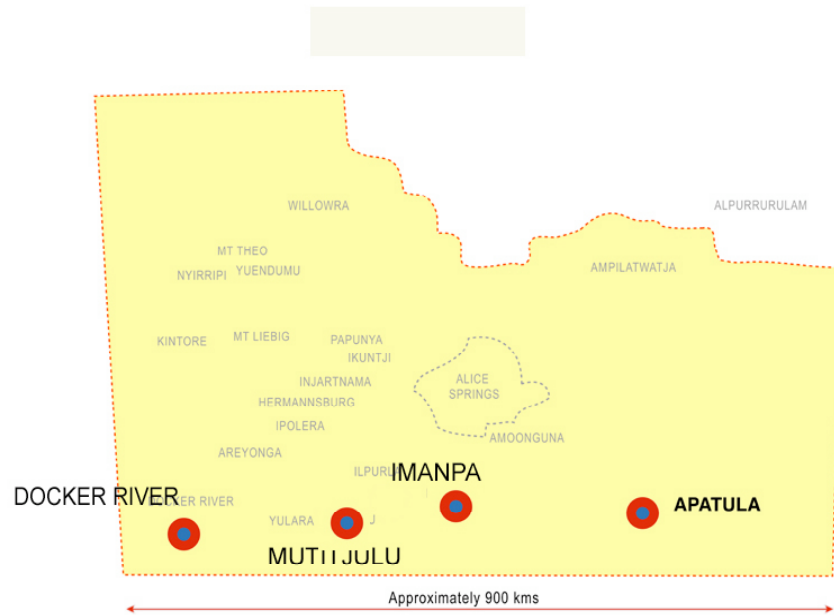
Bonya- 20 youth

No youth worker
No vehicle
No dedicated housing
No Rec hall (womens centre space is sometimes used)
Has a bmx track and a set of bikes.

Ampilatwatja -150 youth

There is enough funding for 1 youth worker
No dedicated house for the worker
No rec hall
No adequate program vehicle

Appendix B
Map of 8 point plan communities



Appendix C
Map of Central Australian region

Central Australia

