

The **Allen Consulting** Group

# **Evaluation of the East Kimberley Youth Services Network**

Evaluation Report

**June 2013**

Report to the Department of Families, Housing, Community Services and Indigenous Affairs

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## Abbreviations

ACG	Allen Consulting Group
AGD	Australian Government Attorney-General's Department
CEO	Chief Executive Officer
COAG	Council of Australian Governments
DCP	Department for Child Protection, Western Australia
DCS	Department of Corrective Services, Western Australia
DEEWR	Australian Government Department of Education, Employment and Workplace Relations
DoE	Department of Education
DoHA	Australian Government Department of Health and Ageing
DoH	Department of Health, Western Australia
EKVSUWG	East Kimberley Volatile Substance Use Working Group
EKYJS	East Kimberley Youth Justice Services
EKYSN	East Kimberley Youth Services Network
EPT	Evaluation Performance Tool
FaHCSIA	Australian Government Department of Families, Housing, Community Services and Indigenous Affairs
ICSI	Indigenous Communities Strategic Investment Program
IJP	Indigenous Justice Program
KAC	Kalumburu Aboriginal Corporation
KAMSC	Kimberley Aboriginal Medical Service Council
KDHS	Kununurra District High School
KI	Kimberley Institute
KIWG	Kimberley Interagency Working Group
MoU	Memorandum of Understanding
MG	Miriuwung Gajerrong
MG OES	Miriuwung Gajerrong Ord Enhancement Scheme
NHMRC	National Health and Medical Research Council
OVAHS	Ord Valley Aboriginal Health Service
PC	Productivity Commission
RTS	Regional Training Services (now Skill Hire)
PSS	Petrol Sniffing Strategy

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SoHC	Shire of Halls Creek
STC	Save the Children
SWEK	Shire of Wyndham-East Kimberley
VSU	Volatile Substance Use
WA	Western Australia
WAC	Wirrimanu Aboriginal Corporation
YCDO	Youth and Community Development Officer
YDO	Youth Development Officer
YYAMS	Yura Yungi Aboriginal Medical Service

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## Acknowledgment

The Allen Consulting Group wishes to thank the many individuals and organisations who generously gave their time to assist with this evaluation. Their experiences and insights have been invaluable in providing a comprehensive picture of the expectations and operation of the East Kimberley Youth Services Network and informing opportunities for improvement.

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## Executive summary

The East Kimberley Youth Services Network (EKYSN) was established in 2008 as a joint initiative of the Australian and Western Australian governments and the Shires of Wyndham-East Kimberley and Halls Creek.

The EKYSN contributes to the objectives of the East Kimberley Volatile Substance Use Plan (the Plan), which are directed at 'prevention and reduction of volatile substance use' and 'increasing the resilience and wellbeing of young people' (KIWG 2011). Prior to the establishment of the EKYSN, youth services in the region were implemented on an ad hoc basis by a small number of service providers.

This report presents the findings of the evaluation of the EKYSN. The purpose of the evaluation was to assess the impact of the EKYSN on youth justice, health and life outcomes and on the coordination of youth programs and activities in the region. The evaluation was undertaken by the Allen Consulting Group for the Australian Government Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) and the Australian Government Attorney-General's Department (AGD).

As part of the evaluation, visits were undertaken to all nine EKYSN communities located in the two Shires of Wyndham-East Kimberley and Halls Creek; Kununurra, Wyndham, Warmun, Halls Creek, Kalumburu, Ringer Soak, Billiluna, Mulan and Balgo.

Stakeholder engagement formed an important input to the evaluation. Consultations were undertaken with representatives of government and non-government organisations in the areas of community services, Indigenous affairs, justice, police, health and child protection, and with youth workers and youth service coordinators.

### **Overall achievements**

Establishment of the EKYSN has made a significant impact upon youth services delivered in remote communities in the region. The EKYSN has provided a focus for harnessing new investment in youth programs and infrastructure in communities with little or no previous access to youth services.

The evaluation found that programs were being delivered to youth at times of most need, including after school, weekends and during school holidays. Programs were supported by essential program infrastructure through the construction and refurbishing of youth centres and purchase of program equipment available at regional and community level.

The EKYSN has also increased training and professional development opportunities for youth workers and other youth service providers, and developed key resources such as the *Boab Book*, a handbook for youth workers in the East Kimberley region.

The evaluation identified that there had been an increase in both coordination and collaboration between service providers attributable to the EKYSN. The EKYSN had also established a number of productive partnerships and relations with other providers, such as the East Kimberley Youth Justice Services and the Kimberley Mental Health and Drug Service.



### **Findings**

A summary of evaluation findings is provided about awareness of the EKYSN; service implementation; justice health and wellbeing outcomes; and governance, funding and reporting.

#### **Awareness of the EKYSN**

Awareness of the EKYSN is varied across stakeholder groups and geographic locations; however there was a broad understanding among those involved in the EKYSN of its aims to improve coordination, increase diversity and the reach of services, and to improve activities and support for youth.

#### **Service implementation**

Service providers both within communities and at a regional level generally value youth services and the established contact they provide within communities. The EKYSN has been successful in increasing the quantity and diversity of youth services in remote communities, however, staff turnover and recruitment issues remains a challenge to ensuring service continuity and maturity.

One of the objectives of the EKYSN is to provide youth programs and activities to at-risk youth in remote communities. In applying the risk factors associated with the determinants of anti-social behaviour, stakeholders were generally of the view that all youth in the community were at high risk and would benefit from the provision of youth services.

For most remote East Kimberly communities, services for youth outside of school are generally provided by youth workers, and are provided at a community-wide level rather than targeted at individual needs, or specifically to youth at-risk. Many youth workers have only recently been recruited to communities, and as such were in the early stages of establishing and developing their programs and community relationships. While sport/recreation programs were universally offered, many youth workers were aware of the need to further develop their programs including to target at risk youth by age and gender.

A number of *building blocks* are required to achieve further development of programs, including appropriate youth worker capacity, support from other service providers within the community (e.g. the school and police), input from community leaders and key physical resources and infrastructure.

In continuing to develop their services, youth workers acknowledged the importance of community ownership of youth programs and activities, and there is a range of methods being used to ensure young people are engaged in the design of programs, and to gain the support of parents and the broader community. This includes consultation with young people, the appointment of young Indigenous staff, and regular public celebrations of young people and their contributions and achievements. However, there remain significant challenges to engaging parents and the community in support of youth programs and activities.

In regard to gaps or overlaps in services provided under the EKYSN, stakeholders identified no significant overlaps that exist in relation to justice services provided in communities. In fact, the evaluation identified instances where youth workers in particular were operating at capacity and could use additional resources. Relationships between East Kimberley Youth Justice Services, the Kimberley Mental Health and Drug Service and youth workers in a number of communities were highly valued. Youth workers provided a conduit to establishing relationships with at risk youth for both of these services.

### ***Justice, health and wellbeing outcomes***

In relation to justice, health and wellbeing outcomes, achievements of the EKYSN include: the establishment of a significant youth worker presence and the ability to connect other service providers to youth in the community through relationships established with youth by youth workers. Other examples of improvements and achievements within communities identified by the evaluation included reduced boredom, particularly when programs were run during the school holidays, increased school attendance, improved nutrition and positive behavioural change.

A greater whole-of-community systematic and integrated approach is required to rigorously determine the impact of youth services on justice, health and wellbeing outcomes. There are potential sources of administrative data that provide both a baseline for community risk assessment, information for priority setting and the opportunity to track change over time.

The EKYSN and related youth services provide an important role in maintaining vigilance to contain volatile substance use and working cooperatively in communities to respond rapidly to reported incidents through youth diversionary activities.

### ***Governance, funding and reporting***

Multiple policy objectives, funding streams, reporting requirements and service providers have presented challenges for the EKYSN in furthering the effective coordination of services in the region.

There is a need for greater coordination of the EKYSN and related youth services at a regional and shire level to ensure intended outcomes are achieved. A lead agency would assist in driving the regional priorities for the EKYSN, supported by other key government agencies and the hub coordinators in Kununurra and Halls Creek. Regional coordination across the Shire boundaries of Wyndham-East Kimberley and Halls Creek needs to be enhanced to fully realise the potential leverage available from a region-wide perspective. EKYSN hub coordinators have an important role to play in establishing partnerships and identifying further opportunities for collaboration between providers in the future — particularly at the regional and shire levels. Stakeholders also raised the importance of engaging Aboriginal community members more broadly in the governance, planning, development and delivery of the EKYSN, as well as youth themselves.

Due to the large number of funders of the EKYSN, complex funding arrangements have impacted on service continuity and outcomes, particularly where certain roles were unable to be filled due to funding issues. A longer term funding commitment is required to support the achievement of long term outcomes for youth, many of which require sustained investment and service delivery.

Definition of key outcomes and reporting requirements that is consistent across all EKYSN service providers, particularly youth workers, is desirable to improve the ability of the EKYSN to monitor improvements and outcomes. Whilst service provider self-assessment may continue to be a feature of performance reporting, the robustness of reporting needs to be strengthened.

The recording of attendance rates for youth programs and other relevant data is also variable across the EKYSN, which limits any detailed analysis. However, discussion with youth workers and other service providers across each community suggested that there was considerable participation in youth programs and activities. Youth engagement in activities was reported to be particularly difficult to sustain among older adolescents and influenced by gender issues and cultural expectations. Recording of youth attendance is an important output measure that continues to be improved.

### ***Future directions***

The EKYSN has a critical role in the region in supporting young people to achieve improved health, wellbeing and life outcomes, and in building stronger communities. While progress has been made in establishing youth services, which provide essential support for youth in communities, a number of initiatives are suggested that would build on existing achievements.

First, consideration should be given to establishing a lead government agency that works in partnership with related agencies involved in youth development, with a key objective of coordinating funders, programs and reporting arrangements that support the EKYSN. FaHCSIA would be well placed to lead the EKYSN initiative, extending its current support for coordination of services under the EKYSN, maintaining links with the Petrol Sniffing Strategy (PSS) and the wider objectives for closing the gap in Indigenous disadvantage.

Second, a regional youth action plan should be developed, building on the strategic priorities of the Shires of Wyndham-East Kimberley and Halls Creek, with a ten year timeframe to cover both medium and long term outcomes. This would need to include a funding plan to build the necessary youth services workforce and associated infrastructure, and engagement with youth and communities.

Third, the youth action plan should be supported by an evaluation and monitoring strategy with clear performance indicators, data collection tools and reporting responsibilities. This should include common outcomes across the EKYSN and take a systematic approach to building the evidence for action and measuring achievements towards program objectives and outcomes.

## *Chapter 1*

# Introduction and evaluation approach

## 1.1 Background

### *The Petrol Sniffing Strategy*

In 2005, the Australian Government announced the implementation of a whole-of-government Petrol Sniffing Strategy (PSS) aimed at reducing the incidence and impact of petrol sniffing and other forms of substance misuse among Indigenous youth in a number of key remote locations (PSS Zones) (FaHCSIA 2012). The PSS is implemented through an eight point plan that includes supply, harm and demand reduction strategies. Two of the points in the eight point plan directly relate to the delivery of youth services and programs for young people:

- strengthening and supporting communities; and
- alternative activities for young people (FaHCSIA 2012).

One of the objectives of the PSS is to reduce the incidence and prevalence of petrol sniffing in the PSS Zones by addressing the complex mix of interrelated causes and contextual factors contributing to this activity. Youth services provided under the EKYSN support this objective by addressing these interrelated factors.

Responsibility for the PSS is shared between FaHCSIA, the Department of Health and Ageing (DoHA), AGD and the Department of Education, Employment and Workplace Relations (DEEWR).

### *The East Kimberley Volatile Substance Use Plan 2011-12*

The East Kimberley was announced as a PSS Zone on 20 February 2007. The Kimberley Interagency Working Group (KIWG) agreed to take responsibility for implementation regionally and established the East Kimberley Volatile Substance Use Working Group (EKVSUWG) to drive the development and implementation of a region-specific plan to tackle volatile substance use.

The East Kimberley Volatile Substance Use Plan (the Plan) is primarily focused on young people as the target group most vulnerable to engaging in volatile and other substance use. The objectives of the Plan are to:

- prevent and reduce petrol sniffing and other volatile substance use in the East Kimberley; and
- increase the resilience and wellbeing of young people.

The 2011–12 Plan consists of eight strategic areas for action (see Box 1.1) to prevent and alleviate the negative impacts of volatile and other substance use. The strategies are supported by specific actions with lead organisations and timelines.

## Box 1.1

## EAST KIMBERLEY VOLATILE SUBSTANCE USE PLAN 2011-2012: STRATEGIC AREAS

The strategic areas for action of the East Kimberley Volatile Substance Use Plan are:

- communication of objectives and actions;
- monitoring and evaluation;
- responding to volatile substance use;
- early intervention and treatment;
- increasing engagement of children and young people in structured activities;
- strengthening and supporting community safety;
- improving early childhood education and health; and
- increasing engagement of youth in education, employment and training.

Source: East Kimberley Volatile Substance Use Plan 2011-2012.

## 1.2 The East Kimberley Youth Services Network

The EKYSN was established in 2008 as a joint initiative between the Australian and Western Australian governments and the Shires of Wyndham-East Kimberley (SWEK) and Halls Creek (SoHC), to provide a coordinated approach to youth services in the region. Non-government organisations, including Aboriginal Corporations, also support the EKYSN. The EKVSUWG has responsibility and oversight of the EKYSN.

The EKYSN was developed in response to the high rates of youth self-harm in the East Kimberley and as a result of community feedback which identified the need for a comprehensive approach to the delivery of youth programs in the region. This approach was designed to support systematic, coordinated and sustainable youth programs able to address the risks of offending and substance use, and the challenges of service delivery in remote communities. With the support of key community stakeholders, a number of service providers and funders developed the proposal for the EKYSN, which aimed to draw on existing resources and to attract new resources through the network. Key partners in this venture included the two local shires, the Department for Child Protection (DCP), AGD and FaHCSIA. Over time, the EKYSN has attracted interest and investment from communities, other service providers and government agencies to fund elements of the initiative, such as the roll out of skills training for youth workers coordinated by a position funded by DEEWR.

The EKYSN supports the provision of youth services in the communities of Kununurra, Wyndham, Kalumburu, Warmun, Halls Creek (Remote Service Delivery National Partnership Agreement site), Ringer Soak, Billiluna, Balgo, and Mulan. These communities are located within the Shire of Wyndham-East Kimberley and the Shire of Halls Creek.

The aims and objectives of the EKYSN are set out in Box 1.2.

## Box 1.2

## AIMS AND OBJECTIVES OF THE EKYSN

The EKYSN aims to:

- expand the diversity and availability of existing youth services;
- identify service delivery gaps;
- implement new youth activities;
- facilitate community capacity building to support ongoing activities; and
- engage and support young people to transition from childhood into productive adulthood in East Kimberley communities by significantly increasing access to and engagement in meaningful structured activities.

Source: EKYSN agreements.

Prior to the establishment of the EKYSN, youth services were delivered within the East Kimberley on an ad hoc basis by a small number of service providers with limited resources. Service providers saw the positive youth outcomes that had been achieved in particular communities from successful programs. In addition, community members highlighted continuing issues with youth — including offending, alcohol issues, volatile substance use and youth suicide — and a need to address some of these issues through capacity strengthening activities. As described above, a more structured approach was considered desirable to attract resources to the East Kimberley and address youth issues in a more coordinated way.

### ***Funding of the EKYSN***

Australian Government agencies, state and local governments and non-government organisations have provided funding and/or in-kind support to youth workers and related services under the EKYSN. AGD's contribution has been approximately \$8.91 million since 2007-08 and FaHCSIA's contribution has been approximately \$1.95 million since 2008-09. Box 1.3 below lists other government and non-government organisations that also provided funding or in-kind support.

## Box 1.3

## GOVERNMENT AND NON-GOVERNMENT ORGANISATIONS PROVIDING FUNDING OR IN-KIND SUPPORT TO THE EKYSN

Funding and in-kind support has been provided to the EKYSN by the following government and non-government organisations.

**Australian Government**

- Department of Education, Employment and Workplace Relations

**Western Australian Government**

- Kimberley Development Commission;
- Department of Child Protection;
- Department of Aboriginal Affairs;
- Department of Corrective Services;
- Department of Education and Training;
- Department of Sport and Recreation;
- WA County Health Service; and
- WA Drug and Alcohol Office.

**Local Government**

- Shire of Wyndham East Kimberly; and
- Shire of Halls Creek.

**Other organisations**

The following organisations also provided funding or in-kind support: WA Football Commission; WA Country Football League; Kimberley Football Association; Garnduwa Amboony Wirnan AC; Save the Children; Miriung Gajerrong Corporation; Wunan Foundation; Ord Valley Muster Organisation; Warmun, Kalumburu, Wyndham, Kununurra and Doon Doon schools; Gelganyem Limited; Skills Hire WA; and Waringarri Aboriginal Corporation.

Source: Service funding agreements for youth workers and related services under the EKYSN.

Funding provided to the EKYSN by AGD is through the Indigenous Justice Program (IJP). The objective of the program is to support safer communities by reducing Indigenous offending, thereby reducing Indigenous victimisation and incarceration (AGD 2012). The program also focuses on recidivism, for example, prisoner through care and diversion projects.

Programs funded under the IJP must demonstrate that justice outcomes will be achieved, resulting in a measurable reduction in the rates of offending or recidivism by Indigenous Australians. Activities should therefore lead to reduced Indigenous incarceration or detention and/or an increase in community safety (AGD 2012).

Funding may also be provided through the IJP under the PSS. Eligibility guidelines (AGD 2012) for PSS related projects include alternative activities for young people that:

- target a reduction in offending and anti-social behaviour associated with petrol sniffing or volatile substance use;
- and either target volatile and other substance users and Indigenous youth at risk of volatile or other substance abuse; or
- aim to reduce volatile or other substance abuse.

FaHCSIA funding of the EKYSN has been provided through the Indigenous Communities Strategic Investment Fund, the PSS Targeted Funding Scheme and the Remote Service Delivery Special Account. FaHCSIA has also contributed significant in-kind resources through the PSS Regional Coordinator position. This position has played a critical role in driving and overseeing the EKYSN initiative, including seeking funding for, coordinating, monitoring and reporting on the initiative.

### **Youth service hubs**

Youth service hubs have been established in Kununurra and Halls Creek as part of the EKYSN. Each hub is structured to have a regional youth services development coordinator position, co-location of youth service providers (Kununurra at present) and shared infrastructure, resources and equipment.

Youth service hubs aim to provide support to communities, youth workers and other youth service providers in the following ways.

- Provide information in relation to government-funded youth programs and activities for individuals aged 10-24 years.
- Collaborate with stakeholders to source funding to support new or existing youth programs and activities.
- Develop partnership approaches to youth service planning and delivery on a regional or community level to maximise outcomes and avoid duplication of services.
- Support youth programs and activities through access to shared equipment (i.e. camping trailers and buses) for service providers based in Wyndham and Kununurra.
- Facilitate access to training opportunities for youth workers and community members who are interested in pursuing a career in youth services or developing their skill set.
- Offer information and increase awareness of services relevant to young people including those services that can provide support to 'at risk' children and young people.
- Link communities and youth workers with other youth service providers in the East Kimberley via the EKYSN. The EKYSN provides a forum for youth service providers to share information and ideas; explore opportunities for collaboration; and discuss issues that impact on children and young people (FaHCSIA undated).



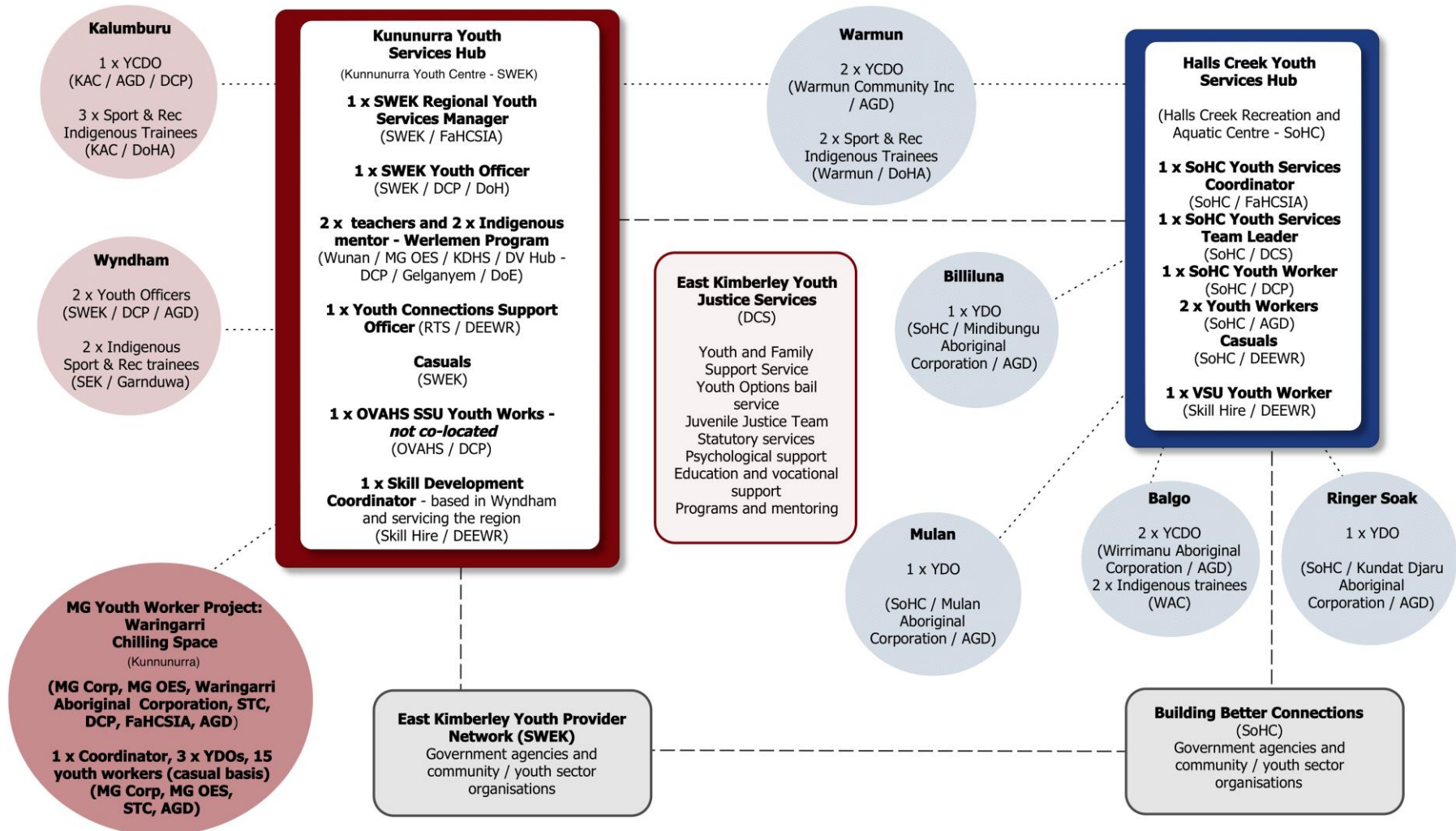
Figure 1.1 illustrates the EKYSN service hubs, youth worker positions and other youth service providers as at October 2011<sup>1</sup>. Initiatives/personnel central to the EKYSN include the:

- regional youth services development coordinator positions based in each hub;
- East Kimberley Youth Justice Services, which provides specialist youth services and support;
- Skills Development Coordinator position, which facilitates youth worker access to training and professional development opportunities; and
- interagency youth provider networks in Kununurra and Halls Creek — the East Kimberley Youth Provider Network and Building Better Connections.

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<sup>1</sup> Note that Figure 1.1 is a 'point in time' diagram of the EKYSN. Funding for a number of the positions listed has ceased.

Figure 1.1  
 DIAGRAM OF THE EKYSN (AS AT OCTOBER 2011)



Source: FaHCSIA RFQ 2012.

### ***East Kimberley Youth Justice Services***

In 2011, the Western Australian Government announced funding of \$43.8 million from the Royalties for Regions initiative to be dedicated to establishing and expanding specialist youth justice services in the Kimberley and Pilbara regions. The expansion saw more than 60 staff employed across the two regions.

Services provided include management of young people on community orders, an extended-hours family support service, extended-hours bail service, emergency short-stay accommodation for young people, a dedicated juvenile justice team and psychological support. The introduction of East Kimberley Youth Justice Services has provided specialist support to the EKYSN.

### **1.3 EKYSN communities**

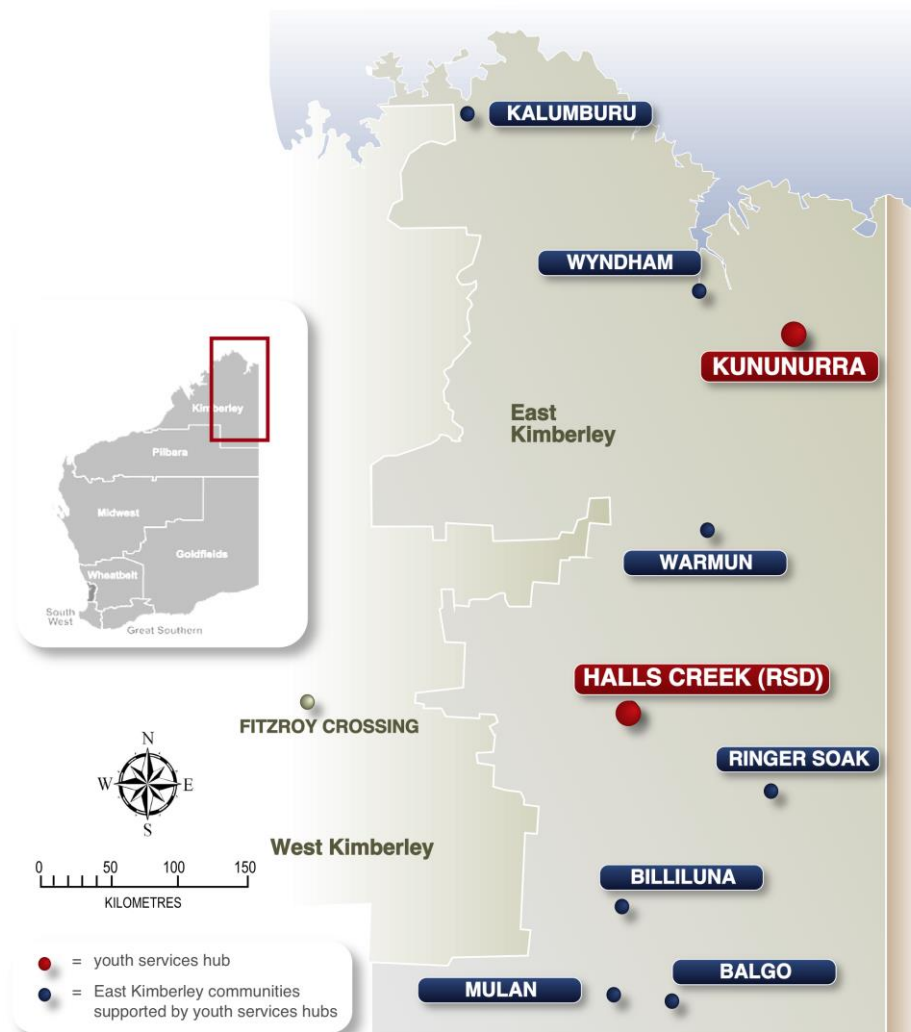
Contextual information for the nine communities serviced by the EKYSN is provided at Appendix A. The location of the communities in the East Kimberley is shown in Figure 1.2.

Most community profiles show a significant population increase between the 2006 and 2011 Population Census. Whilst these communities do experience higher than average rates of population growth, some of this increase can be attributed to improved Census collection in remote Indigenous communities in 2011.

The community profiles highlight:

- the remoteness of the communities serviced by providers under the EKYSN;
- the relatively recent establishment of many of the communities, the most recent being in 1982;
- the predominantly Indigenous population with the exception of Kununurra and to a lesser extent Wyndham; and
- young people aged 5-24 years make up a sizeable proportion of the population, ranging from 28 per cent to almost 50 per cent.

Figure 1.2  
LOCATION OF THE NINE EKYSN COMMUNITIES



Note: RSD – Remote Service Delivery community.  
Source: The Allen Consulting Group 2013.

### **Remote service delivery**

In 2010, the Coordinator General for Remote Indigenous Services highlighted ‘the need for active and viable youth programs to support the development of young people in remote service delivery communities’<sup>2</sup>. Key issues highlighted included:

- youth issues cut across all of the Council of Australian Governments (COAG) Building Blocks<sup>2</sup> and it is unclear how integrated strategies to address the issues facing Indigenous youth should be addressed;

<sup>2</sup> The COAG Closing the Gap initiative focuses on improving the lives of Indigenous Australians, and in particular, on providing an improved future for Indigenous children. Closing the Gap included seven building blocks which guide policy and program implementation. These include: early childhood, schooling, health, economic participation, healthy homes, safe communities and governance and leadership.

- youth services are delivered by a range of organisations (government and non-government), through multiple programs and funding streams, with no clear overarching youth policy guiding service delivery;
- there is no clear lead agency to monitor the implementation of youth services in communities; and
- there is a need to better engage with youth in communities so services provided can better meet the needs of communities and develop youth leadership in communities (Office of the Coordinator General for Remote Indigenous Services 2010).

### **Balgo coronial inquiry**

The 2011 coronial inquiry into the deaths by suicide / volatile substance use of five young Indigenous men at Balgo and Halls Creek between 2008 and 2010 made a number of recommendations, including a need to implement culturally appropriate solutions to address substance abuse and youth justice diversionary schemes (State Coroner 2011).

The issues raised by the Coordinator General for Remote Indigenous Services and the recommendations made by the 2011 Balgo coronial inquiry, highlight that remote communities have a real need for comprehensive and sustainable youth services that are integrated, culturally appropriate and that meet community needs.

## **1.4 Scope of the evaluation**

The Allen Consulting Group was engaged by FaHCSIA in consultation with AGD to evaluate the EKYSN. Dr Stuart Ross (University of Melbourne) and Dr Mark Rose (Institute of Koorie Education, Deakin University) have provided expert input to the evaluation in key areas.

The purpose of the evaluation was to assess the impact of the EKYSN on outcomes for youth including justice, health and wider life outcomes, and on delivery of youth programs and supporting infrastructure. The evaluators were required to:

*'...conduct an evaluation to determine the extent to which the EKYSN is meeting its performance aims and objectives. The evaluation is expected to determine the effectiveness, appropriateness and sustainability of the EKYSN in the future. Comments on how the EKYSN could be improved will also be included.*

*The evaluators will undertake the following:*

*Assess what impact the EKYSN has had on:*

- *preventing and reducing volatile and other substance use,*
- *achieving better justice outcomes: reducing boredom, anti-social behaviour and contact with the justice system i.e. youth offending, recidivism and incarceration,*
- *attaining better health and life outcomes: including increasing the resilience and wellbeing of young people and supporting improved education, training and employment outcomes,*

- *youth service delivery and infrastructure in the region, including the coordination of youth programs and services in and across the nine communities serviced by the EKYSN, and*
- *community safety.*

*Develop a Performance Tool which will enable service providers to collect appropriate information and data which will be used to inform future government policy formulation and funding direction.'*

Key evaluation questions identified were:

- Is the current structure and focus of the EKYSN appropriate?
- How has the EKYSN impacted on justice, health and wellbeing outcomes?
- Is the EKYSN meeting its aims and objectives?

A full list of evaluation questions is provided at Appendix B.

Outputs of the evaluation were to include:

- a framework to improve the delivery of youth services in the EKYSN communities, and other communities more broadly, to inform ongoing monitoring and evaluation, and planning at the local level; and
- a tool that will allow for the collection of a minimum data set that can be utilised to determine the impact of interventions to improve health, justice and social outcomes among targeted youth.

The outcomes of the evaluation are to be used by stakeholders to:

- build a case for ongoing funding for the initiative;
- make changes to the current model where necessary to improve its effectiveness and responsiveness;
- inform the development and implementation of youth service models in other regions; and
- inform the development of youth policies more broadly.

Communities in scope were Kununurra, Wyndham, Halls Creek, Kalumburu, Warmun, Ringer Soak, Billiluna, Mulan and Balgo.

## **1.5 Evaluation methodology**

The evaluation involved three key stages of data collection and analysis, including: a desktop review, the development of an evaluation framework, data collection, site visits and an analysis of findings.

### ***Desktop review and development of the evaluation framework***

The specific objectives of the desktop review were to:

- identify best practice in diversionary youth service delivery;
- identify funding partnership opportunities or options and key barriers or gaps that may impede the operation of the EKYSN; and
- identify evaluation criteria.

### ***Data collection and site visits***

The data collection process included face-to-face and telephone consultations with 79 stakeholders in accordance with the ethics approval for this evaluation. The stakeholders consulted included:

- youth workers and their employers — including the Shire of Wyndham-East Kimberley, the Shire of Halls Creek and those employed by Aboriginal Corporations;
- local service providers — including schools and other education providers, local health centres and specialist service providers;
- government agencies — including FaHCSIA, AGD, WA Police, WA Department for Child Protection, WA Department of Education, WA Department of Indigenous Affairs and WA Department of Corrective Services; and
- other community organisations.

Ethics approval was obtained from the Human Research Ethics Committee of FaHCSIA. Ethics approval was provided on 2 November 2012.

Information about the stakeholders consulted for this evaluation is provided at Appendix C. Separate discussion guides were used for each stakeholder group — government employees, service providers and youth workers. Copies are included at Appendix D.

Site visits were made to each of the nine communities during November 2012 to facilitate consultations.

### ***Analysis of findings***

Analysis of findings was undertaken based on a mixed methods approach drawing together information from multiple sources to enable conclusions to be made about the performance of the EKYSN. Analysis was also undertaken of the feedback on the draft performance measurement tool with a view to refining the tool.

## **1.6 Data limitations of the review**

There are a number of limitations of the data presented in this evaluation. This is due primarily to the inability to establish causation between the implementation of different youth activities and programs and outcomes relating to justice, health and wellbeing.

In addition to the fact that different youth programs are run in each EKYSN community, there are also a significant number of external factors within communities that can impact on broader justice and wellbeing outcomes (see Section 2.1 and Appendix E).

The evaluation presents data relating to justice, health and wellbeing in order to provide a baseline for future monitoring, and to allow identification of future key outcomes and indicators to be measured.



## Chapter 2

# Delivering youth services in remote communities

### Key points

- *The complex environment for delivery of youth services in remote communities is highlighted by the prevalence of risk factors that can lead to volatile substance use (VSU) amongst Indigenous youth. Risk factors for VSU that also contribute to the potential for youth offending, include poverty, boredom, hunger, emotional distress and cultural and situational circumstances. As part of an effective response to VSU, an ongoing prevention program is required to reduce the likelihood of VSU.*
- *Definitions of youth at risk should be developed in the context of the specific goals of the youth program or activity being conducted.*
- *Prevention programs are an important consideration for Indigenous communities as Indigenous juveniles are more likely than non-Indigenous juveniles to offend early and subsequently have long-term contact with the justice system.*
- *The outcomes of targeted or diversionary approaches are well documented in addressing adverse contact with the justice system and reducing the incidence and prevalence of VSU.*
- *There is no single, conclusive model of youth work, rather different models operate according to the role of the youth worker, local level needs, backgrounds of young people they are treating, and immediate working conditions.*
- *A network model of service delivery can be especially valuable in overcoming isolation, which can manifest as professional and/or geographical, and in promoting the transfer of knowledge and good practice. Networks can also facilitate the sharing of resources, optimising their value to the community and contributing to quality programs.*

## 2.1 Youth justice issues and VSU in remote communities

Compared to youth in urban areas, youth in rural and remote locations in Australia are more likely to come into contact with the criminal justice system and engage in risky behaviour, including VSU (Midford et al 2010). Indigenous youth are at even greater risk (d'Abbs and MacLean 2008). Indigenous juveniles aged 10 to 17 years are 21 times more likely to be in detention compared to non-Indigenous juveniles across all jurisdictions in Australia (Richards 2011). Addressing this issue has become a key priority within the justice sector at both a Commonwealth and state/territory level.

Factors contributing to youth engagement with the criminal justice system and involvement in VSU are considered to be complex and interrelated (Senate Community Affairs References Committee 2006). Risk factors for VSU are not uniform and have shown to vary between geographic locations (Midford et al 2010). However the high level of VSU amongst Indigenous youth is attributed to poverty and marginalisation, and may result from diverse reasons including boredom; stopping hunger pains; dealing with emotional distress; and experiencing pleasure through their use (Midford et al 2010). In addition, cultural and situational circumstances can significantly influence VSU in Indigenous communities such as:

- level of community cohesion;
- cultural identification;
- the number of individuals engaged in the use of volatile substances;
- local patterns of use; and
- availability of resources and support (Midford et al 2010).

Despite the success of some communities in addressing VSU (Stojanovski 2010), there is a recognised need to ensure effective prevention initiatives are ongoing to reduce the likelihood of re-emergence or spread of the problem.

## **2.2 Defining youth at risk**

It is important that a program that aims to reach at risk youth defines ‘youth at risk’ in the context of the specific goals of the program. For example, if a program aims to engage youth at risk of offending or VSU, then this needs to be constructed in terms of the attributes that the program is intended to address.

At an individual level, Allard et al (2007) identify static and dynamic predictors of youth at risk of engagement with the criminal justice system. Static factors are those that are inherent in an individual and either do not change or change very slowly. These include age, sex, prior history of offending or VSU, age of first onset, employment status and education level. Dynamic factors are those attributes that are likely to change in the short and medium term, and that are generally more responsive to interventions like youth programs. These include current involvement in delinquent behaviour, attitudes about delinquent behaviour, current associations with delinquent peers, family circumstances and parental support, and involvement in pro-social activity (e.g. sport and regular school attendance).

‘At risk’, in the context of delivery of youth services should encompass most of the dynamic factors listed above. Further, risk criteria should be defined in ways that are meaningful within the communities in which services are being delivered. For example in some communities, specifying at risk factors for family circumstances, such as ‘a member of your family has been to prison’, may include a significant proportion of the community.

Risk factors outlined in Table 2.1 have been identified as predictors for adolescent drug use, delinquency, violence and school drop out (Arthur et al 2002). These risk factors include those broader than the individual, including those of the community.

Table 2.1

## RISK FACTORS - DOMAIN AND EXAMPLES

Domain risk factors	Example
<b>Community</b>	<ul style="list-style-type: none"> <li>• low neighbourhood attachment</li> <li>• community disorganisation (high density, high rates of adult crime and physical deterioration)</li> <li>• transitions and mobility</li> <li>• laws and norms favourable to drug use</li> <li>• perceived availability of drugs</li> <li>• economic deprivation</li> </ul>
<b>School</b>	<ul style="list-style-type: none"> <li>• academic failure</li> <li>• little commitment to school</li> </ul>
<b>Family</b>	<ul style="list-style-type: none"> <li>• poor family management (e.g. poor monitoring, severe punishment, unclear expectations)</li> <li>• high family conflict</li> <li>• history of anti-social behaviour</li> <li>• parental attitudes favourable towards drugs and anti-social behaviour</li> </ul>
<b>Peer and individual</b>	<ul style="list-style-type: none"> <li>• rebelliousness</li> <li>• early initiation of anti-social behaviour</li> <li>• favourable attitude towards drugs from the individual and peers</li> <li>• peer rewards for anti-social behaviour</li> <li>• sensation seeking</li> </ul>

Source: Arthur et al 2002.

While these risk factors have not been validated for Australian Aboriginal populations, prominent Australian research within this field parallel those found by Arthur et al (2002). For example, Allard et al (2007) identified many social, cultural, and environmental factors that helped to explain the comparatively high rates of Indigenous offending. Prominent factors included:

- sociospatial isolation;
- poverty;
- poor education and health; and
- poor family environment (child maltreatment, and poor parenting practices).

### 2.3 Approaches to youth service delivery

The literature considers the value of a broadly based prevention approach to reducing youth anti-social behaviour compared to a more targeted diversionary approach.

### **Preventative approaches**

Preventative approaches are defined as those which, 'aim to promote positive youth development and prevent antisocial behaviour before it emerges,' (Allard et al 2007; Catalano et al 2004; Farrington 2002; Howell 2003). However, preventative approaches can also refer to initiatives which target 'at risk' individuals and thus avert a young person from having adverse contact with the criminal justice system (AIC 2003).

The evidence that anti-social behaviour has its 'roots in early development' supports youth programs aimed at prevention (Allard et al 2007; Bor et al 2001; Brennan et al 2003; Brame et al 2001).

Prevention programs are an important consideration for Indigenous communities as Indigenous juveniles are more likely than non-Indigenous juveniles to offend early and subsequently have long-term contact with the justice system (Crime and Misconduct Commission 2009; Livingstone et al 2008).

An example of one such preventative approach and associated outcomes is provided in Table 2.2. These examples identify the at-risk population and implement population based approaches (mentoring, social skills development and parent education) to achieve a reduction in problem behaviours.

Table 2.2

#### PREVENTATIVE APPROACH TO YOUTH SERVICE DELIVERY

Program	Participants	Description	Outcome	Location
<b>Ngaripirliga'ajirri (Exploring together)</b>	n=74 children n=80 parents and caregivers total n=154	This program was offered in three Tiwi Island primary schools. It consisted of a 10-week program that included social skills training for children and parenting training for adults, for those children who displayed behavioural or emotional problems.	<ul style="list-style-type: none"> <li>80 per cent of children showed a decline in problem behaviours at school during and after attendance in the program;</li> <li>of those, 60 per cent showed marked declines in problem behaviours;</li> <li>parents of 60-80 per cent of children reported improved communications with their child; and</li> <li>parents of 50 per cent of children reported some improvement in child behaviour at home (Tyler and Robinson 2006).</li> </ul>	Tiwi Islands, Northern Territory 2000-2004

Source: Richards et al 2011; Muru Marri Indigenous Health Unit 2010; and Tyler and Robinson 2006

### Targeted approaches

A targeted approach to youth service delivery may include any program model that identifies certain risk factors of individuals within a community. However, for the purpose of this evaluation a targeted approach refers to young people who have already been in contact with the justice system — note that later in Chapter 6 this concept is expanded to include more ‘upstream’ indicators of risk and the role of the youth worker in earlier intervention in the trajectory of offending behaviour.

Broadly, targeted or diversionary programs involve any ‘process that diverts or channels out individuals from entering or continuing in the formal justice system’ (Allard et al 2007; Chapin and Griffin, 2005; Hayes and Daly, 2004; Hedderman and Hough, 2006). Within Australia this typically refers to pre-court processes such as police cautioning and conferencing, both of which require the young person to have previously offended (Polk et al 2003). Examples of targeted approaches to address adverse contact with the justice system are included in Table 2.3.

Table 2.3

#### TARGETED APPROACHES TO ADDRESS ADVERSE CONTACT WITH THE JUSTICE SYSTEM

Program	Participants	Description	Outcomes	Location and Year
<b>Panyappi Indigenous Youth Mentoring Project</b>	n=33 young people (10-17 years)	The impetus from the program came from the recurring problem of young people frequenting the inner city area of Adelaide and their involvement in a range of crimes. This program matched an Indigenous mentor with a young person who was disengaged or at risk of disengaging in education, having a high number of social-emotional issues, and often engaged in substance abuse. Individual characteristics included: low socio-economic background; poor education attainment; and unstable living arrangements.	<ul style="list-style-type: none"> <li>80 per cent of participants decreased their rate of offending by 25 per cent or more;</li> <li>5 young people have not offended since (concluding the study);</li> </ul>	Adelaide, South Australia
<b>Police conferencing</b>	n=5,367 young people Dataset from QLD Police Service and Department of Communities (2000-2007).	Conferencing refers to a strategy where a young offender, family and friends of the offender, the victim and their supporters, a policy officer and a conference convenor discuss the offences and its impact. It can occur at either points of the justice process (e.g. police referred) or as individuals progress further into the system (e.g. court referred).	<ul style="list-style-type: none"> <li>36.8 per cent of young people who attended a police referred conference had re-contact with the police compared to 61.3 per cent of those who went to court.</li> </ul>	Queensland Australia

Source: Richards et al 2011; Muru Marri Indigenous Health Unit 2010; Allard et al 2010b; and Tyler and Robinson 2006.

Additionally, youth diversion<sup>3</sup> programs are also implemented to reduce the incidence and prevalence of VSU. There is evidence of a positive relationship between involvement in a structured sporting and/or physical activity and a corresponding reduction in the likelihood of participating in antisocial behaviour. These activities have been shown to:

- reduce boredom amongst youth; and
- decrease the amount of unsupervised leisure time available to at-risk youth (Morris et al 2003).

Table 2.4 describes targeted approaches aimed at addressing VSU and associated outcomes.

Table 2.4

## TARGETED APPROACHES TO ADDRESS VOLATILE SUBSTANCE USE

Program	Participants	Description	Outcomes	Location
<b>The Get Real Challenge</b>	Indigenous youth aged 12-18 (n=24): past or present VSU (n=19)	The program involved offering a series of activities (e.g. rock climbing, deep sea fishing) incorporating an education program for at-risk youth.	Outcomes were not assessed in a uniform manner or timeframe. The authors reported that among attendees, daily VSU decreased with a greater change observed in those that attended more activities.	Brisbane, Queensland
<b>Activity and engagement program</b>	Youth aged 12-25 (n=8)	An activity and engagement program provided two weeks of intensive circus training which culminated in a performance.	Post four-week follow up: <ul style="list-style-type: none"> <li>• A majority of participants refrained from using VSU during the program (n=7) and maintained stable accommodation (n=6); and</li> <li>• One participant returned to school.</li> </ul>	Brisbane, Queensland
<b>Family Healing Program</b>	Youth aged 10-16 (n=9), all were regular VSU	A 12-week activity and engagement program including: camping; case management with families; cultural education; life skills etc.	Anecdotal evidence collected 18 months post intervention suggested that the male participants (n=unknown) had ceased VSU, while occasional VSU was observed amongst female participants (n=unknown).	Mount Isa, Queensland
<b>Mt Theo Project</b>	Indigenous youth, sample size not reported	The Mt. Theo project involved a one-month residential program in a remote location. Concurrent activities included organised sport, social events, film screenings and cultural activities.	Over a nine-year period VSU in the community was eradicated. At commencement approximately seventy users were identified.	Yuendumu, Northern Territory

Source: The Allen Consulting Group 2013, adapted from MacLean et al 2011.

<sup>3</sup> It is important to make a distinction between youth diversion programs as they are described in the criminal justice literature and the form they take in the EKYSN. As they appear in the criminal justice literature, youth diversion programs refer to those interventions that channel youth away from contact with the formal justice system (e.g. courts and prison) in lieu of an alternate intervention (Clough et al 2008).

## 2.4 Models of youth work

There is no single, conclusive model of youth work, rather different models operate according to the role of the youth worker, local level needs, backgrounds of young people they are servicing, and immediate working conditions (Cooper and White 1994).

Cooper and White (1994) identify six models of youth work, which are outlined in Table 2.5. The ‘treatment’ and ‘reform’ models are the most commonly implemented models of youth services, and relate closely to those models implemented by the EKYSN. Model descriptions highlight that a reform model lends itself to a preventative, population or community based approach to the delivery of youth services, while the treatment model takes a more targeted and diversionary approach.

Table 2.5

### MODELS OF YOUTH WORK

Model	Description
<b>Treatment Model</b>	<ul style="list-style-type: none"> <li>Young people with problems (youth) are considered to constitute a social problem and a threat to social stability. Young people who behave in anti-social ways should be brought into line. Young people who don't fit into society are deviant, made, or deficient. The focus of this model is on the need for the young person to change for the benefit of society.</li> <li>In these instances the model advocates the need for the young person to be treated so as to conform to societal norms and become a productive member of society.</li> <li>Examples of this approach include: offender/juvenile justice programs and employment/training programs.</li> </ul>
<b>Reform Model</b>	<ul style="list-style-type: none"> <li>Young people with problems are disadvantaged by their social environment or upbringing. As a result they may act in ways that are harmful to themselves and/or to others in society. These disadvantages make it difficult for young people to fit into society.</li> <li>In this model minor reforms, but not major institutional changes, are sought as an attempt to ameliorate those who are disadvantaged.</li> <li>Youth workers aim to build rapport and help young people identify their needs.</li> <li>Examples of this approach include: group and work counselling and youth health programs.</li> </ul>
<b>Advocacy Model (radical)</b>	<ul style="list-style-type: none"> <li>Young people with problems are those who have been marginalised and thus do not have access to basic rights or social protection.</li> <li>Youth workers aim to expose this inequality and get rid of bureaucratic and legal biases.</li> <li>Examples include youth advocacy groups.</li> </ul>
<b>Advocacy Model (non-radical)</b>	<ul style="list-style-type: none"> <li>Young people with problems are this way due to their lack of knowledge about their rights and face barriers in accessing information.</li> <li>Youth workers aim to help these young people obtain what they are legally entitled to.</li> <li>An example includes welfare rights group.</li> </ul>
<b>Empowerment Model (radical)</b>	<ul style="list-style-type: none"> <li>Institutions work to protect those who are privileged and disempower young people.</li> <li>Youth workers work to address these power imbalances.</li> <li>Examples include youth action groups/networks.</li> </ul>
<b>Empowerment Model (non-radical)</b>	<ul style="list-style-type: none"> <li>It is assumed that young people do not have control and power over their lives and thus young people need to be protected from themselves.</li> <li>The core values of this model work to empower the young person and take control over their lives.</li> <li>Examples include roundtables and community arts groups.</li> </ul>

Source: Cooper and White (1994).

Further, the literature makes the distinction between two types of youth workers, the 'sport and recreation worker' and the 'qualified youth worker' (NTYAN 2013).

The sport and recreation worker provides specific diversionary activities to young people within the community. These activities are designed to ensure young people are engaged and enjoy an active and healthy lifestyle through participation (Urbis 2010). Examples of the skills and competencies acquired by sport and recreation workers include individual and work team effectiveness, and dealing with conflict (NTYAN 2013). Typically these types of workers have a background in physical education or diversionary therapy (Urbis 2010).

Whilst a qualified youth worker may plan and deliver sport and recreation activities, these workers have a broader skill set which enables them to identify key issues among young people and thereby offer them appropriate assistance or referral. The types of skills acquired by qualified youth workers include advocacy, case management, casework intervention, and policy and research (NTYAN 2013).

It has been argued that sport and recreation workers may not have adequate skills to engage with Indigenous young people as a result of complex contextual issues that are prevalent in many remote communities (see Section 2.7). However, this does not mean that youth workers and sport and recreation officers are not able to work collaboratively and effectively together in remote settings.

A summary of key outcomes and good practice approaches from other youth service models operating in remote Indigenous communities is provided in the Petrol Sniffing Strategy Compendium: A Research Synthesis on the Eight Point Plan to Combat Petrol Sniffing (FaHCSIA).

### **Case Management**

As identified above, case management can often be part of service delivery for a qualified youth worker. However, there are varying definitions of case management services provided by youth work.

Gursansky et al (2003) outlines two broad approaches to case management within the context of youth work.

- *generic case management* — this activity allows youth workers to focus on tasks and processes involved in the practice of working with a particular group.
- *clinical or advanced case management* — here a youth worker's role includes coordination and other clinical tasks. It is typical within this activity to deal with high-risk target groups or those with complex needs.

In incorporating a case management approach to youth worker service delivery, it is important to consider these two approaches, along with the context of the community in which services are delivered, the extent to which other service providers operate complementary programs within a community, and the skills and capacity of the youth worker operating in that community. Previous evaluations of similar youth services programs, such as Urbis (2012), identify the limited capacity for case management in some locations due to minimal services in communities.



## 2.5 Good practice in delivering youth services

The NHMRC recently developed a *Consensus-Based Guideline for the Management of Volatile Substance Use in Australia* (2011). The Guideline highlights the role that youth programs can play in helping young people to manage and stop their VSU and to prevent VSU in those at risk. Effective youth programs addressed the following elements. Many of these have been adopted by the EKYSN.

- Collaborate with the young people the program seeks to engage.
- Include activities that provide participants with the opportunity to develop life skills, beyond simply participating in recreational activities.
- Create a nurturing environment — for example, including the family and wider community.
- Run programs at times where young people are at the greatest risk of participating in VSU (e.g. school holidays, weekends and during the evening/night).
- Aim to engage all young people in the activities and not just those at risk of VSU.
- Base activities around those that are accessible, inexpensive and easy to organise using local resources as it will ensure sustainability.

## 2.6 Service delivery challenges for remote communities

Geographical location plays a significant role in both the provision and access to youth programs. Evidence of the challenges service providers face in delivering services in remote areas are summarised below.

### ***Recruitment and retention of staff***

Remote communities face many challenges when trying to recruit and retain quality staff. These include:

- *candidates being unfamiliar with the regional and rural area in which they are to be located* — new staff may face a 'culture shock' when moving to a new community which negatively impacts on staff retention rates (PC 2012);
- *lack of educational institutions supplying graduates with the required qualifications* — it is widely accepted that non-metropolitan education facilities are not of the same quality as those available in metropolitan areas. This has forced those wishing to undertake tertiary education to relocate to the city and reduces the pool of qualified staff (McKenzie 2007);
- *lack of career opportunities* — workers in rural and remote areas face difficulties in accessing training and development opportunities primarily due to distance from education and training centres (PC 2012);

- *regional and metropolitan organisations offering more attractive remuneration or conditions* — currently, there are significant gaps in remuneration packages offered between remote communities and regional and metropolitan cities (ABS 2009-10); and
- *cost of living* — the cost of food and housing in remote areas is much higher and thus boosts the cost of living in such areas. This is compounded in areas affected by the resource boom. In particular, a lack of housing availability has an adverse effect on staff retention rates and inhibits the ability of staff to perform their duties (PC 2012).

### **Coordination and sharing of resources**

The delivery of services in remote communities is more expensive, resource intensive and challenging (ACELG 2012; Stewart et al 2011).

Networks of service providers in remote settings have the potential to bring together individual service providers with a shared focus, regardless of their location and organisational arrangements. A network model can be especially valuable in overcoming isolation, which can manifest as professional and/or geographical, and in promoting the transfer of knowledge and good practice.

Effective coordination through a network arrangement has the ability to enhance the quality of services, thereby benefiting both service providers and service users. From a service provider perspective, these benefits may include more efficient use of resources and improved working relationships (Stewart et al 2011). From a service user perspective, benefits can include more seamless and comprehensive services, particularly within a remote community context where efficient service delivery and strong community relationships are paramount.

In the presence of multiple providers a number of barriers and inefficiencies can occur in relation to coordinating services, these include:

- insufficient funding (coordination is resource intensive), or rigid funding arrangements;
- a shortage of skilled program leaders, practitioners and staff (this will affect coordination mechanisms);
- organisational cultures that are inflexible, risk averse, and do not support innovation or change;
- a lack of common goals between collaborative partners, or little understanding of the broader objectives of the program;
- initiatives that adopt a 'one size fits all' approach and thus do not recognise the diversity among Indigenous communities and individual needs;
- overly ambitious plans within short timeframes; and
- poor communication among service providers, in addition to reporting mechanisms that do not provide constructive feedback on performance (Stewart et al 2011).

## **2.7 Challenges faced in remote communities**

There are a number of key contextual factors and challenges that have and continue to impact on VSU and youth offending in East Kimberley communities. The context of each individual community is an important consideration in the design, development and implementation of youth services. The design of youth services should seek to address those factors within a community that may contribute to anti-social behaviour, offending and/or VSU.

Further detail on these challenges is provided at Appendix E.

# Part 1

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## *Impact of the EKYSN*

## Chapter 3

# Key findings of the evaluation

### 3.1 Awareness of EKYSN aims and objectives

#### Key points

- *Awareness of the EKYSN is varied across stakeholder groups and geographic locations.*
- *There is strong recognition among service providers of the youth workers that fall within the EKYSN, but poor recognition of the concept of a 'network' of youth workers with the opportunity to leverage off the EKYSN to 'pool' resources and knowledge to augment individual programs.*
- *There was a broad understanding among stakeholders involved with youth that the EKYSN aimed to improve coordination, increase diversity and the reach of services, and improve activities and supports for youth.*
- *Key challenges impacting on levels of awareness have included, the vacant Kununurra and Halls Creek hub coordinator positions, a lack of information from the EKVSUWG to on-ground staff, high staff turnover for youth workers in the smaller remote communities, and a lack of strategic direction and ownership of the EKYSN.*

#### Aims and objectives

The aims and objectives of the EKYSN are to:

- expand the diversity and availability of existing youth services, identify service delivery gaps, implement new youth activities and facilitate community capacity building to support ongoing activities; and
- engage and support young people to transition from childhood into productive adulthood in East Kimberley communities (Kununurra, Wyndham, Kalumburu, Warmun, Halls Creek, Ringer Soak, Billiluna, Mulan and Balgo) by significantly increasing access to and engagement in meaningful structured activities (ICSI 2012).

In addition to aligning with the PSS and RSD, these aims and objectives align with those of the IJP, a dominant source of funds for the region. The IJP aims to increase community safety and support for Indigenous Australians, thereby positively contributing to the Closing the Gap building blocks — including health, education, employment and safe communities. Specifically, the IJP aims to address Indigenous over-representation in the criminal justice system, as both offenders and victims of crime (AGD 2012).

Awareness of the EKYSN is varied across different stakeholder groups and geographic locations.

- Youth workers were aware of the EKYSN, but the level of awareness and understanding varied. Those in the SWEK were generally more aware than those in the SoHC. Many identified that this was because the EKYSN was Kununurra/SWEK focused. Service providers in Halls Creek and more remote areas also found it harder to engage with the EKYSN.
- Service providers with a high degree of interaction with youth and youth workers were more likely to be aware of EKYSN than those with little or no direct contact. Medical and school staff were generally unaware of the EKYSN, which might in part be attributable to the turnover of staff in these services.
- Most government stakeholders were aware of the EKYSN, with some participating in local meetings.

The evaluation also identified varied levels of awareness among stakeholders of the aims and objectives of the EKYSN. Understanding ranged from viewing the EKYSN as a networking committee, to being solely focussed on the prevention and reduction of petrol sniffing, to professional development for youth workers. Some Kununurra based service providers were unaware that the EKYSN operated outside of Kununurra. However, there was a broad understanding that the EKYSN aimed to improve coordination of youth services, to increase their diversity and reach, and to increase the provision of activities and supports for youth.

Furthermore, stakeholders had a relatively strong understanding of the broad aims and objectives of the IJP and its focus on achieving reduced offending and recidivism rates for youth. However many service providers, primarily due to their time being wholly taken up by service delivery and particularly for those youth workers in the more remote communities, did not see measurement of justice outcomes as a focus. This finding is supported in part by the review of Youth Connections/Reducing Substance Abuse petrol sniffing pilot projects which reported that the East Kimberley projects had ‘very limited capacity for case management (minimal services in most communities, some in Halls Creek)’, (Urbis 2012).

The IJP 2013-14 funding guidelines highlight that:

‘cultural, sporting, education, vocational and recreational projects that merely target Indigenous Australians at risk and do not directly address the underlying causes of offending behaviour are **not** priorities under the program’.

AGD 2012.

The objectives of a number of programs and activities delivered as part of the EKYSN do in fact align with this priority and take a preventative approach to youth offending that recognises the determinants of youth offending / anti-social behaviour.

### **Challenges to the EKYSN model**

A number of challenges are impacting on awareness of the EKYSN among stakeholders in the region. One of the most significant challenges has been the vacant Kununurra and Halls Creek hub coordinator positions. Both roles have been vacant for approximately the last 18 months. However, there are avenues in which awareness can be raised. For example, whilst Kununurra does not have a hub coordinator employed, East Kimberley Youth Provider Network meetings continue to be held bi-monthly. Additionally, the Halls Creek hub coordinator position was recently filled in August 2012, resulting in the re-establishment of Building Better Connections meetings (held between local youth service providers) in Halls Creek.

Other key issues have included:

- the communication of information from the EKVSUWG to on the ground staff as a result of unfilled hub coordinator positions;
- high staff turnover, particularly for youth worker positions in remote communities; and
- a lack of strategic direction and ownership of the EKYSN due to the absence of a clear lead agency/organisation, particularly whilst the Kununurra and Halls Creek coordinator positions have been vacant.

### **3.2 Governance of the EKYSN**

#### **Key Points**

- *There is a need for cohesion in the governance of the EKYSN and clarity about responsibility for implementing EKYSN activities at the regional level.*
- *It may be timely to implement more broadly based governance arrangements to allow the EKYSN to support a more comprehensive set of programs, recognising that the needs of young people go beyond volatile substance use (VSU) and the PSS.*
- *The shires have maintained connections to youth services through meetings of their respective youth provider networks (government agencies and community/youth sector organisations). This approach has struggled to engage providers on a broader regional level.*
- *A pilot skills development coordinator program servicing the region has supported youth workers to access training and professional development opportunities.*

#### **Coordination**

The SWEK Regional Youth Services Manager and the SoHC Youth Services Coordinator are intended to separately coordinate their respective hubs, and to jointly coordinate the EKYSN. The East Kimberley Youth Services Network Plan envisaged that these positions would have overarching responsibility for action to maintain hubs of shared resources and co-located services. In addition, strategies would be developed to build the capacity of the EKYSN (in partnership with stakeholders) to effectively engage with children and young people focusing on increased training and support mechanisms for youth workers (FaHCSIA 2012).

Currently, the two key governance activities undertaken by the EKYSN are the East Kimberley Youth Provider Network meetings in Kununurra and the Building Better Connections meetings held in Halls Creek. Whilst these meetings are not providing direct governance of the EKYSN, they do provide a forum for service coordination.

More broadly, while it was originally intended that the SWEK Regional Youth Services Manager and the SoHC Youth Services Coordinator would lead the continued development and implementation of the EKYSN, this has not occurred in practice. Staff turnover and challenges in recruiting and sourcing additional funding for these positions has had a significant impact on the governance arrangements for the EKYSN. Additional challenges have included a need to prioritise service delivery over coordination due to youth worker shortages in communities. The result has been that the PSS Regional Coordinator position has had to take on a number of the functions of these coordination positions, as a stopgap measure to support the continued operation of the EKYSN.

While the EKYSN was developed under the banner of the PSS, stakeholders recognise that the needs of young people go beyond the issue of VSU and that the PSS does not have the capacity to meet the scale of need for such programs. Stakeholders acknowledged that it may be time to implement a more broadly based governance arrangement to allow the EKYSN to support a more comprehensive set of programs.

See Section 4.1 for further discussion on the governance of the EKYSN.

#### ***East Kimberley Youth Provider Network meetings***

In the absence of the SWEK Regional Youth Services Manager, the SWEK youth worker has taken on the role of convening the East Kimberley Youth Provider Network meetings. The Skill Development Coordinator (based in Wyndham) also supports convening of these meetings. Due to the absence of hub coordinators in both Kununurra and Halls Creek, attendance at this meeting was welcomed by youth service providers based in the Shire of Halls Creek.

The meetings were previously held monthly, however after feedback from attendees, are now held bi-monthly. Meetings are usually attended by up to 20 people. Organisations participating in meetings are shown in Table 3.1.



Table 3.1

## ORGANISATIONS ATTENDING EAST KIMBERLEY YOUTH PROVIDER NETWORK MEETINGS (BASED IN KUNUNURRA)

SWEK	Kimberley Group Training	Clontarf
WA Police	Skill Hire	Garnduwa
WA Department for Child Protection	Kimberley Industries Group	Ord Enhancement Scheme
WA Department for Communities	East Kimberley Youth Justice Service	MG Youth Worker Project
Ord Valley Aboriginal Health Service	FaHCSIA through the ICC	Department of Environment and Conservation
Kimberley Community Drug Service Team	Save the Children	Gija Total Health
Boab Health	Youth Connections	Werlemen
Child and Adolescent Mental Health	Aboriginal Student Hostel	Legal Aid WA
KinWay	Department of Education	Resource Centre

Source: Minutes of East Kimberley Youth Provider Network meetings, documentation provided to the evaluation.

Views on the effectiveness of the EKYSN meetings differ, with some service providers indicating that they no longer attended meetings as the intent was no longer clear. Others found meetings to be a useful opportunity to maintain relationships with other local providers and gain information on youth issues in the region.

Most youth workers, service providers and Aboriginal corporations report that communication from the EKYSN is very useful. Youth workers rely upon face-to-face and telephone contact from the EKYSN coordinators (or those taking on coordination roles in the interim).

While the Kununurra Regional Youth Services Manager and Halls Creek Youth Services Coordinator positions have been vacant, youth workers have relied upon the Skills Development Coordinator to provide this contact and support, particularly in relation to training and professional development.

### ***Building Better Connections Halls Creek***

Building Better Connections meetings between youth service providers in Halls Creek were re-established in the later part of 2012, following re-appointment of the Halls Creek coordinator.

Organisations who have attended these most recent meetings, which have focused on the service mapping of youth services within the Shire, are outlined in Table 3.2.

Table 3.2

## ORGANISATIONS ATTENDING BUILDING BETTER CONNECTIONS (BASED IN HALLS CREEK)

WA Police	FaHCSIA	WA Department of Corrective Services (DCS)	WA DCP
Regional schools	WA Department of Education	St Mary's Catholic Church	WA Department of Housing
DCP Parent Support	AOG Church	Kimberley Training Institute	Child and Adolescent Health
WA Department of Human Services	PRK Radio	Skill Hire	Wunan
Yura Yungi Aboriginal Medical Service	Jungarni Jutiya Aboriginal Corporation	HEC Employment	Mardiwah Loop Community

Source: Shire of Halls Creek 2013.

### 3.3 EKYSN service implementation

#### Key points

##### *Services provided*

- *Youth services and the established contact they provide within communities are generally valued by related service providers both within community and at a regional level.*
- *Local stakeholders considered that youth programs have an important role in reducing boredom. The presence of these programs was linked to reduced youth 'on the streets', and the absence of programs especially in out of school hours was perceived to be noticeable.*
- *Community service providers recognised that an integrated approach to planning and service delivery provides an opportunity to reinforce common aims.*
- *Youth workers typically described their roles in terms of youth engagement and development, or of being a role model and mentor for young people.*
- *It is questionable whether an effective case management approach can be implemented without the provision of more generalist youth services. Utilising scarce resources for individual rather than group programs may not provide the best return on investment.*

##### *Quantity and range (including quality) of programs*

- *The EKYSN has been successful in increasing the quantity and diversity of youth services in remote communities. Staff turnover remains a challenge in service continuity and maturity.*
- *A diverse range of activities was considered to present an opportunity for youth workers to also identify and potentially address a wide range of risk factors including individual, family and environmental.*

- *While sport / recreation programs were universally offered, many youth workers were aware of the need to consider more targeted activities and indicated that they planned to further develop their programs.*
- *Some service providers offered a wider view of diversionary programs that accessed specialist services for improved youth outcomes and also served to overcome the temporary or episodic nature of youth programs.*
- *A clear arrangement for governance and oversight of youth programs is considered to contribute to the quality and in some cases, availability of programs. Where the roles and responsibilities of the youth worker were not well defined and implemented in the host organisation, this was reflected in the negative perceptions of the quality and effectiveness of services.*

#### **Recruitment**

- *Partnering, joint funding and collaborations have been important to overcoming the challenges of recruitment to remote communities and allowing for a mix of contributions.*
- *Further development of Aboriginal trainee positions offers benefits as well as challenges that will be important to pursue in a systematic way with a focus on workforce development.*

#### **Induction**

- *Induction of youth workers is essential to building capacity and pathways for workers and securing cultural competence. Work was underway to further develop the Boab Book, which would assist in a more seamless transition.*

#### **Training**

- *The East Kimberley Youth Worker Forum, coordinated by the Skills Development Coordinator, provided youth workers with a valuable opportunity to further develop their skills, to make contact with other youth workers and services, and highlighted future training needs. The position provides a good example of the level of coordination and support that can be provided taking a network approach with the benefit of reduced duplication of effort and targeted professional development.*
- *Youth workers expressed concern about the availability of funds to purchase activity-based resources ranging from transport for camps and cross-community activities to balls for recreational games. There may be an issue about the need to upgrade existing vehicles for off road driving and compliance with child restraint laws.*

#### **Retention**

- *Staff retention in the more remote communities can be challenging and range from problems of housing to inadequate external supervision.*

#### **Type of services provided**

The evaluation found that the provision of youth programs and activities in remote communities is of critical importance. All stakeholders consulted recognised and valued the role of quality youth diversion programs and activities.

Youth programs were seen as providing activities in an organised and structured environment that in turn enabled healthy connection and engagement between peers, community and other services where appropriate.

*Boredom is the key factor in youth offending...diverting young kids is essential, youth programs are important*

*Service provider.*

Where programs and activities were not running, for example in Balgo, their absence was keenly felt by a number of service providers in the community — police in particular. Service providers commented that youth programs and activities were important in reducing boredom. Police in a number of communities highlighted the importance of school holiday programs and anecdotally linked these programs with a reduced number of youth ‘on the street’ in some cases. Service providers also identified instances where it was noticeable that youth services were not running, such as late in the evening (e.g. after 10pm) and on the weekend in some communities.

There was widespread recognition that to achieve their outcomes, youth programs under the EKYSN required strengthened levels of integration and planning between and across other services and networks. For example, this may include collaborating with the local school or health service to deliver a program.

Education providers commented that outside of family, the school environment provided the only structured environment for children and young people, constituting a critical platform that other services could link into. In many cases youth workers and other service providers linked participation in activities to school attendance. For example, youth in Wyndham are not allowed to participate in after school programs and activities if they did not attend school that day. This includes use of the swimming pool.

#### *Programs and activities*

Youth workers typically described their roles in terms of youth engagement and development, or of being a role model and mentor for young people.

Descriptions of activities included: facilitation of camping, hunting and development camps; running of after school sporting programs; transportation to and between communities for camps and sporting carnivals; assisting with school attendance; supervision of activities run out of youth centres; and monitoring of network gaming and computing.

These activities provided opportunity for youth workers to supervise and work with children and young people, and in doing so, identify and potentially address other issues and risk factors. These were most commonly described as substance misuse, domestic violence, social withdrawal and disengagement from school, mental health and suicide, marijuana use, nutrition and other general health and wellbeing issues.

Sport was universally recognised as a vehicle to engage young people, though there was a level of awareness among youth workers and other service providers that more than just sporting programs had to be offered (e.g. computers and access to the internet, and culture and the arts, such as music) in order to achieve longer term justice, health and wellbeing outcomes. Many youth workers had plans to develop their programs further, including targeting particular groups of youth at risk, genders, and age groups.

Whilst the literature presented in Chapter 2 highlights that on a basic level, the more targeted a program the better the results in relation to justice outcomes, most youth workers in communities are currently delivering programs and activities at a population-wide level. For example, one-on-one mentoring has been shown to have a positive impact on offending (Jolliffe and Farrington 2008). A population-wide approach inevitably reduces the capacity for youth workers to successfully perform such a role.

The limited number of youth workers delivering programs (particularly in the smaller and more remote communities) and the general lack of youth activities available to young people outside of school hours has also arguably limited the ability of youth workers to provide more targeted programs. However, as identified above, there are examples where youth workers are beginning to develop and implement more specialised and targeted programs — such as the *Tomorrowmakers* program being developed in Halls Creek.

#### Box 3.1

#### THE TOMORROWMAKERS PROGRAM

The *Tomorrowmakers* program commenced in April 2013.

SoHC is working in partnership with Western Australian Police, the Department of Corrective Services and other relevant agencies to implement the program which aims to:

- prevent VSU;
- increase community safety; and
- enhance youth leadership capacity, civic literacy and engagement.

The program aims to empower young people through leadership training camps in designing and delivering their own diversionary projects and initiatives, in partnership with staff, partner agencies and the broader community.

Staff and participants for the program will be drawn from the communities of Warmun, Ringer Soak, Halls Creek, Balgo, Yiyilli, Mulan, and Billiluna. It is envisaged that camps will be held on a bi-annual basis.

Minors in Halls Creek who have had contact with the criminal justice system for non-violent offences will be referred by the Department of Corrective Services to the program to help design and deliver diversionary activities to the wider 10-25 cohort — while also equipping them with skills to make more positive life choices.

In remote communities, the program targets 18-25 year olds. This reduced age range is primarily to assist in decreasing custodial sentences by providing an alternative through community service and/or participation. The program will be complimented by a similar Department of Corrective Services initiative that engages families of young offenders in camps-on-country to address family issues that may contribute to recidivism.

The program aims to hold a Halls Creek based youth leadership summit in late 2013.

Source: SoHC Youth Services Network Progress Report 2012.

#### *Perceived gaps*

Despite the support across communities and service providers for quality youth activities, there was a strong view that these programs in and of themselves were not enough to enable significant change and foster resilience in young people.

Among some service providers there was a strong view that diversion programs needed to be integrated into broader service system responses, or linked to a more intensive case management approach that could coordinate services across agencies for individual young people. Such an approach was viewed as necessary to overcome the temporary or episodic nature of youth programs, deliver better and longer lasting outcomes for young people, and drive greater agency accountability and responsibility.

However, the extent to which an intensive case management approach for youth at risk can be effectively implemented without the provision of more generalist youth services (such as after school activities and school holiday programs) within a community is questionable. For a case management approach to be successful there must be opportunities for that person to engage in particular activities — to build skills and resilience. In many remote East Kimberley communities EKYSN youth services were the only activities being provided outside of school. Increasing both the breadth and depth of services available to remote communities would provide greater flexibility in offering a range of youth worker services, including case management. Utilising scarce resources for individual rather than group services may not provide the best return on investment from a community perspective.

#### ***Quantity and range (including quality) of programs delivered***

The EKYSN has led to an increase in the quantity of youth programs provided in remote communities, primarily due to the funding of youth worker positions on the ground in remote communities.

A major factor impacting on the quantity and range of programs delivered has been staff turnover among youth services. Not only does this impact on the ability of staff and services to engage communities, build trust and networks, it can also undermine service continuity and maturity. Some service providers highlighted that this was what remote communities were most in need of, that is, ongoing and sustained service delivery.

There was acknowledgement that prior to the EKYSN, youth programs and activities had traditionally been planned and delivered on an ad hoc basis and that there was now greater scope for the coordination of programs both within shires and across the region. Service providers and youth workers had knowledge of youth programs and services provided in their communities, however were not aware of activities and programs beyond the community/ies they service.

Among service providers and youth workers the key perspectives on the programs provided comprised the following.

- *Holistic approach* — given the constraints that many youth workers and service providers work within, and the issues they seek to address, there was a conscious effort on the part of many stakeholders to deliver as holistic a program and activity as possible. This often took the form of combining the appeal of a certain activity and linking it to other health and wellbeing outcomes. For example, providing breakfast or fresh fruit for young people attending activities, or ensuring that camping trips had time set aside to discuss issues such as self-esteem or sexual health.

- *The role of youth services* — building on the previous point, there was widespread recognition of the role that quality youth programs play in bringing young people together, with the potential to engage them in issues and outcomes beyond social interaction. Discussion also centred on the enablers and barriers to ensuring youth programs were delivered to a high standard. This ranged from simple infrastructure needs, with one example of a broken outdoor light prohibiting after dark basketball programs, through to the level of training and insight possessed by youth workers themselves.
- *Timing of programs* — there was an acknowledgement among youth workers that programs needed to be run at times that met the needs of young people and their community. Though programs and timing varied, there was an after school activity of some description running in each of the communities visited by the evaluation team (with the exception of Mulan which was without a youth worker at the time of the project). The range of youth programs running after school included: opening youth centres to 10pm, running basketball and other evening sport programs, cooking activities, network gaming, music and dance sessions.
- *Clear governance and oversight* — the presence of clear governance, oversight and supervision were recurring themes among youth workers and service providers as contributors to the quality of programs and activities. Where there were clear and well understood roles and responsibilities for youth workers, commentary on the quality of programs was generally complementary. Conversely, where the roles and oversight of youth workers was complicated by governance and management issues at the agency or organisation which employed them, stakeholders were generally very critical of the quality, effectiveness and/or availability of programs.
- *Gender* — the gender of the youth worker was viewed as being a contributing factor to the success or otherwise of different programs and activities, regardless of the type of program provided. Both male and female youth workers cited difficulties in engaging young people from the opposite sex from the age of 12 to 13 years onwards.

*There has been some success with engaging older women in the past. There are big gender issues associated with the youth worker — their gender informs the success of the program with either sex of the young people in town.*

*Service provider*

### **Recruitment**

Challenges in the recruitment of quality coordinators and youth workers has been a key issue in establishing sustained youth service delivery in communities and in the EKYSN achieving its broader objectives.

Issues faced in the recruitment of coordinators and youth workers are similar to those commonly faced in any remote Indigenous setting, including: isolation; available accommodation; remoteness; and in some cases employment of a youth worker's partner. The level of remuneration was also identified as an issue, particularly in attracting suitably qualified and experienced youth workers.

However, a number of these issues have been overcome due to the flexibility of funders and host organisations. For example, where accommodation for a youth worker was unable to be found, another organisation was able to host the position and as such provide accommodation. This flexibility in the way in which the EKYSN and services are delivered is critical to enabling sustained service delivery in remote EKYSN communities.

There is a consistent view that the quality and skills of youth workers is of critical importance to the effectiveness of the EKYSN, particularly given the complexity of social issues being faced by youth in remote communities (for example family violence). The importance of employing both a male and female youth worker in each community was also highlighted. Whilst the employment of male and female youth workers is specified in funding agreements, this has not been achieved in many cases due to recruitment challenges described above. Program funders have been flexible in enabling the employment of two male or two female youth workers, where recruitment of one of each gender has been challenging.

A number of strengths and challenges associated with employing Aboriginal youth workers were identified by the evaluation. Strengths included strong pre-established relationships with youth in communities and their families, greater understanding of cultural norms and issues, along with improved retention (as workers/trainees are locally based).

Specific challenges associated with the employment of Aboriginal youth workers and trainees included a lack of formalised training agreements; *humbug* associated with holding employment and being seen by the community as responsible for youth issues, and in some cases the impact of a salary on government benefits — thereby reducing the incentive to work.

One of the original intentions of the EKYSN was to establish a network of youth workers within the region to provide support to one another. It was envisaged that this support would include backfilling positions in instances where youth services could not be provided for a period of time, for example due to staff leave or resignation. Backfilling of positions may operate by drawing on those communities who have more than one youth worker position, as well as hub coordinators, to provide backfill in communities where there is no or only one youth worker. However, the EKYSN has not been able to achieve this goal primarily due to difficulties in sourcing government for positions and challenges in attracting and retaining staff in defined positions.

### ***Induction and handover***

There is a consistent issue with the inadequacy of induction for youth workers. A number of stakeholders, including former youth workers and service providers, noted that cross-cultural training was vital, but usually poorly delivered where it existed.

There is inadequate handover from departing to incoming youth workers. A number of youth workers described beginning their employment with no understanding or past documentation on what youth activities and programs had been previously provided in the community. This meant that youth worker turnover resulted in the development of new program/activities in each instance, instead of building upon effective programs/activities previously delivered. In some cases this was exacerbated by long periods of position vacancy due to recruitment challenges.



At the time of evaluation, the Boab Book was in the process of being further developed by youth workers in each community, under the leadership of the Skills Development Coordinator. The Boab Book is based on the Youth Worker Blue Book developed by the Central Australian Youth Link-Up Service and widely used in central Australia. The Boab Book is intended to be a 'live' resource that youth workers can refer to on a daily basis. It will contain community specific information provided by youth workers themselves as well as core information on a range of topics including:

- guidance on how to prevent burnout;
- practical information about working in remote locations;
- activity ideas;
- contact details for local service providers; and
- advice on how to report instances of VSU.

The Boab Book will address some of the induction and handover issues identified by youth workers.

### **Training**

In contrast to the limitations of induction, training opportunities for youth workers are numerous including training for first aid, suicide prevention, volatile substance and cannabis use, trauma, mental health and domestic violence. Guest speakers from other relevant service providers presenting at East Kimberley Youth provider Network meetings have also provided more informal information and training to members.

One of the key successes of the EKYSN, as outlined in the East Kimberley Volatile Substance Use Plan 2011-12, was the youth worker forums held in 2011 and 2012, organised by the Skills Development Coordinator. The forum had a significant impact on strengthening relationships between youth workers and in providing support. Following the forum, youth workers identified a number of key areas for further training, including cultural awareness, suicide awareness and prevention, and mental health.

Youth workers gave consistent feedback about the value of the support provided to them by the Skills Development Coordinator in coordinating training courses and disseminating learning materials. This position was funded by DEEWR to the end of 2012 as part of the East Kimberley Youth Connections/Reducing Substance Abuse Pilot Project. The position provides a good example of the level of coordination and support that can be provided taking a network approach with the benefit of reduced duplication of effort and targeted professional development. The EKYSN could sustain a full time training/skills development position. The lapsing funding for the skills development position is evidence of the need for agreement about the enabling core elements of the EKYSN and a capacity to sustain those enablers or core support services.

Of greater significance has been the costs, both monetary and time spent away from community, of traveling to training from remote locations. Many youth workers indicated that attending training impacted upon the delivery of services — particularly where there is only one youth worker in a community.

*The training from [the Skill Development Coordinator] is amazing — she coordinates training e.g. three recent suicide prevention courses.*

*Former youth worker*

### Retention

Retention of youth workers is important, as high turnover both increases costs and damages relationships between youth and youth workers. Retention of workers in remote areas is challenging, for reasons including:

*Everyone in Kununurra and Wyndham and Halls Creek knows each other, but in the remote communities it's another story.*

*Youth worker*

- *lack of support networks and inadequate external supervision* — youth workers identified that support networks should continue to be increased through the EKYSN. Hub coordinator roles not being filled meant that advice and support was not readily available to youth workers in some instances. However, youth workers also highlighted that the Skills Development Coordinator had taken on this role to a certain extent. However this position is no longer being funded. Youth workers expressed a desire for hub coordinators to visit their community on a regular basis to provide face-to-face support and advice. Within communities, youth workers also commented that they encountered difficulties in forming networks with other services providers, and in some cases were not seen as part of the service provision network within a community;
- *isolation* — although the EKYSN has increased interactions between youth workers and other service providers, youth workers commented on the isolation associated with delivering youth services in communities. Youth workers identified a preference to work in pairs to allow discussion and debriefing, and to allow leave to be taken without service provision being affected;
- *inadequate accommodation* — in a number of cases a lack of or inadequate accommodation was a reason for not being able to employ a youth worker in communities. In some instances this was overcome through the sharing of accommodation resources between other service providers in the community. Some youth workers also commented that the safety of their accommodation was an issue;
- *difficulty maintaining relationships* — due to remoteness and distances between communities, youth workers found it hard to maintain relationships across the EKYSN;
- *blurring of professional boundaries in small communities* — when working within a small community, many service providers and youth workers described a blurring of professional boundaries. Youth workers described that communities perceived them as being available ‘seven days a week’. It is also difficult for youth workers, and service providers generally, to establish non-professional relationships within communities.

Many of these issues align with those discussed in Chapter 2.

### 3.4 Program infrastructure

#### Key points

- *The EKYSN has attracted significant investment in youth services infrastructure in a number of communities. The infrastructure is a mix of fixed and portable with capacity to be a shared resource within and across communities.*

#### Youth services infrastructure

One of the overarching actions of the East Kimberley Volatile Substance Use Plan is to establish and maintain youth hubs of shared infrastructure, equipment and resources.

One of the key achievements of the EKYSN has been significant investment in youth services infrastructure in a number of communities. Key investments are summarised below.

- Refurbishment of the Billiluna youth space, including purchase of sporting equipment.
- Fit-out of the Kununurra Youth Centre co-location space.
- Youth worker accommodation in Ringer Soak, Billiluna and Mulan.
- Funding for the construction of a new youth centre in Balgo.
- Computing equipment in a number of locations, including a literacy-based software program using word recognition for the Waringarri Chilling Space in Kununurra.
- General program equipment such as DJ equipment, camping and activity trailers, pool table, board games, table tennis table and barbeque.

Along with specific investments in infrastructure and resources, youth service providers have used a number of innovative methods to overcome other infrastructure and resource shortages. For example, housing was provided for a youth worker in Halls Creek by negotiating for the position to be hosted by the local school. Establishing this relationship has led to a strong partnership between the Shire of Halls Creek youth service team and the school.

Table 3.3 provides an overview of stakeholder views of youth program infrastructure by community. Stakeholders viewed infrastructure as adequate in most EKYSN communities. A main point of concern among youth workers was the availability of funds to purchase activity based resources, such as basketballs, footballs, craft supplies etc. Additionally youth workers identified a need to have transport available in order to run activities such as weekend camps and cross-community activities.

It is noted that the EKYSN has funded 4WDs for most remote youth workers as well as buses in Kununurra and Wyndham. The buses cannot be used for off-road driving and there may be limitations to use of 4WDs that are no longer compliant with new child restraint laws in WA.

Table 3.3

## STAKEHOLDER VIEWS OF YOUTH PROGRAM INFRASTRUCTURE BY COMMUNITY

Community	Viewed as adequate	Key points
<b>Balgo</b>	Yes	<ul style="list-style-type: none"> <li>• Basketball court is a good resource</li> <li>• New youth centre to be constructed, at which point youth infrastructure would be 'all fine'</li> <li>• A community swimming pool would help</li> </ul>
<b>Billiluna</b>	Yes	<ul style="list-style-type: none"> <li>• Basketball court is a good resource</li> <li>• New youth centre is good, and has not been damaged in the year since it was renovated</li> </ul>
<b>Halls Creek</b>	Yes	<ul style="list-style-type: none"> <li>• Youth centre recently reopened</li> <li>• Previously had tennis courts</li> <li>•</li> </ul>
<b>Kalumburu</b>	Yes	<ul style="list-style-type: none"> <li>• Youth centre has pool table, trampoline, television, basketball, etc.</li> <li>• More staffing and equipment is needed to better utilise this space</li> </ul>
<b>Kununurra</b>	Yes	<ul style="list-style-type: none"> <li>• Youth services hub is fantastic, but could be better utilised. Currently very few activities use this space. Location of the centre was an issue for some service providers.</li> </ul>
<b>Mulan</b>	No	<ul style="list-style-type: none"> <li>• Youth centre allows for many activities to be delivered, but is in disrepair and poorly located</li> <li>• No current youth worker in Mulan</li> <li>• Not many activities for females</li> </ul>
<b>Ringer Soak</b>	No	<ul style="list-style-type: none"> <li>• Basketball court uncovered and without lights, so only useable for a short part of the day</li> <li>• Half an oval, no pool, no gym</li> </ul>
<b>Warmun</b>	Yes	<ul style="list-style-type: none"> <li>• Multipurpose centre being built</li> <li>• Pipeline of infrastructure in progress following floods in 2011</li> </ul>
<b>Wyndham</b>	Yes	<ul style="list-style-type: none"> <li>• Recreation centre, enclosed basketball court and community pool are all good resources</li> </ul>

Source: The Allen Consulting Group 2012 based on stakeholder feedback.

### 3.5 Characteristics and targeting of young people at risk

#### Key points

##### *Youth at risk*

- *Applying the risk factors associated with the determinants of anti-social behaviour, stakeholders were generally of the view that all children in the community were at high risk.*
- *The prevalence of risk factors varies between communities making it necessary to consider the differing characteristics and contexts of communities. Community leaders, youth and other members of the community can facilitate such an approach.*

##### *Targeting programs and activities*

- *Many EKYSN youth workers were in the process of establishing their services and community trust and were open to further developing programs to target high risk by age and gender. Challenges in seeking out youth at high risk include conduct of youth services with a large cross section of youth, mobility/transience of youth and youth not wanting to use their correct name.*
- *Limitations on targeted programs include current capacity and capability of youth workers, and the extent to which other service providers existed in the community to support a case management and changed behaviour approach.*

##### *Targeting of programs by age*

- *Attracting older age groups was viewed as desirable and challenging. Successful activities included weekend camps and hair and makeup activities. Strategies include providing opportunities for youth leadership.*

#### **The role of youth services**

As discussed in Chapter 2, structured sporting and physical activities, in concert with other interventions, can reduce the risk of youth engaging with the criminal justice system. Sport and recreation activities have been shown to reduce boredom amongst youth and decrease the amount of unsupervised leisure time available to at risk youth (Morris et al 2003; Cameron and MacDougall 2000; Australian Institute of Criminology 2003).

The use of structured activities to reduce the risk of youth VSU follows this same rationale — engaging youth in activities in order to cease their VSU through introducing them to alternative activities and skills development opportunities. Some programs for established users have tried to provide activities that ‘compete with the rush of VSU’ (MacLean et al 2012).

A majority of stakeholders identified that the role of EKYSN youth workers was to provide generalist youth services within communities — as opposed to specialised services such as case management or counselling. However, service providers and youth workers highlighted the importance of targeting these activities at different age groups and genders.

In defining the role of youth services and the activities and programs they deliver, youth services, and more specifically youth workers, can only have a limited impact on preventing and reducing youth contact with the criminal justice system and engagement in VSU. As Richards et al (2011) identify, juvenile offending must be addressed in a holistic way through collaborative approaches, including across agencies and between Indigenous and non-Indigenous individuals and communities. Through these collaborative approaches service provision can be integrated and youth-focused, to address multiple risk factors that may lead to juvenile offending and VSU. The aim for a holistic approach provides the rationale for the community risk ‘service delivery’ assessment discussed in Chapter 6.

### **Youth at risk**

*Every child is at risk in the community — 90 per cent are high risk kids.*

*Youth worker*

When asked how youth at risk in the East Kimberley should be defined, the majority of stakeholders identified that all Indigenous youth were at risk, and that this included children as young as six years of age. Stakeholders nominated a number of factors that identified youth at risk in East Kimberley communities. These factors included:

- non-attendance or disengagement from school;
- boredom;
- sexual activity at a young age;
- engaging in risky behaviour, such as youth on the streets after dark;
- unsupportive family environment;
- without a safe place to go home to;
- living in overcrowded conditions;
- experiencing neglect or abuse; and
- alcohol and drugs.

*Every child is at risk, but there is a continuum. 70 per cent of kids in the community will offend given the opportunity. 30 per cent will look for the opportunity [to offend].*

*Service provider*

Further, the majority of service providers and youth workers within communities nominated parental capacity as a major factor impacting on whether youth were at risk. As one service provider described, ‘parents who work and support their kids leads to kids who are more successful’.

Consistent with factors identified by the literature in Chapter 2 service providers and youth workers also identified peer pressure and low self-esteem as playing a part in youth being at risk and offending.

However, it is important to acknowledge the individual context of each community in defining youth at risk, and to some extent factors identified by stakeholders varied depending on this context. For example, one community may have more of an issue with overcrowding than another, and/or experience less neglect or abuse. In developing youth programs and thereby identifying who those programs should be targeted towards, it is important to consider the individual characteristics and contexts of communities. To do this successfully requires input from community leaders, youth and other members.

### ***Targeting of youth programs and activities***

Most stakeholders were of the view that the targeting of youth services should be to the general youth population in communities. This was primarily because in many communities, youth services are the only activities available to young people outside of school.

Due to staff turnover and recruitment challenges, at the time of evaluation the majority of EKYSN youth workers were in the process of establishing their service(s), and as such were primarily focused on developing relationships with youth in the community at a broad level and planning activities to be delivered.

Youth workers identified a number of challenges in identifying youth at risk or those previously engaged with the justice system. This was particularly where programs were being provided to 50 or more youth at a time (e.g. after school basketball). Challenges included privacy issues limiting information sharing from other service providers in the community (e.g. police), mobility of youth in the region and youth not wanting to be identified and using false names.

Many youth workers expressed a desire to further target their programs, primarily by age and gender.

Government stakeholders and service providers highlighted the importance of the availability of both generalist youth services, as well as specialised services, such as those provided by the Department for Child Protection and Department of Corrective Services East Kimberley Youth Justice Service.

Some stakeholders were of the view that youth workers in communities should not try to target high-risk youth in need of specialised services (for example, case management and counselling). The current capacity and experience of youth workers can also limit the extent to which a case management or more specialised approach can be taken by youth workers. However, as discussed above, the targeting of youth programs and activities to youth at risk should consider each community's context and needs, and as such, there may be communities where case management of particular youth is a high priority.

The extent of other service providers within a community may also influence the degree to which a youth worker can provide a more targeted or specialised approach. For example, there are multiple youth service providers in Kununurra, along with justice services who provide case management to youth offenders. The availability of such services may mean that a youth worker can target a particular group with a specialised program, more so than if they were providing services in a more remote community.

Chapter 6 provides a model for risk assessment that considers community and youth risk levels. This builds on the findings of the evaluation in Chapter 4.

### **Targeting of youth programs and activities by age**

*We're meant to work with anyone 5-25 years of age. Have struggled to engage the older ones, 15 years and older. There's been a bit more success with older kids with basketball on a Tuesday night. Older kids think the activities are for younger kids — when people go through Law they aren't supposed to associate with people who haven't gone through Law.*

*Youth worker*

Difficulties were identified in encouraging older youth to participate in youth activities within communities, and in having to provide activities for younger children — sometimes as young as 5 or 6 years.

A number of government stakeholders and service providers highlighted the importance of engaging older youth in youth programs and activities, as they may be more likely to offend and influence younger children. Older youth may also not be engaged in school or beginning to look for opportunities outside of school. Service providers identified that due to low tertiary education and employment opportunities in communities, older youth can be at greater risk of engaging in risky behaviours.

The capacity of youth workers to be able to split youth into different age groups was critical to attracting the older cohort. Further, older youth cohorts are often more attracted to separate female and male activities. As one youth worker commented:

We struggle with 15 year olds and over. It's important to separate the older kids from younger kids. Having youth centre capacity is critical to do this.

*Youth worker.*

*I typically work from 2pm-10pm. We run activities for the older males and parents. But get some pressure from the mothers to work more with the younger children. We try to focus on 10 year olds and up.*

*Youth worker*

In some communities youth workers identified that they had not yet successfully attracted as many older youth to activities, as they would have liked to. One worker described this as a transition phase when first beginning the role in the community — there is a period in which workers have to engage with youth generally to establish relationships, before breaking down activities by age group, for example. However, all youth workers described strategies in which to do so in the future. Activities to attract older youth included weekend camps, basketball competitions and hair and makeup activities for young women.

The literature highlights that in order to attract and retain participation of older young people, it is important to offer programs that are of high interest to youth and employ staff that have a strong capacity to work well with this age group (Harris 2008). In Indigenous communities this may include program delivery by community elders and/or other senior community members. Other effective strategies identified by the literature include providing opportunities for youth leadership and allowing youth to be creators of their own experiences (NIOST 2008).

Box 3.2 provides an example of one activity in Balgo which was successful in attracting older youth.



## Box 3.2

## ENGAGING OLDER YOUTH

**Balgo Basketball**

To deliver a youth program specifically targeted at older adolescents, Balgo youth workers recently established a weekly basketball competition held after dark on Tuesdays.

The timing of the competition is deliberate, occurring at a time when younger children are more likely to be returning home and when older adolescents aged 15 and over are out and socialising with each other.

The games are refereed by the youth workers and have quickly become a popular event with the older adolescents participating in games. However they have also evolved into a significant community and social event.

The Balgo basketball courts are at the centre of the town and are lit up at night. Given their location the evening basketball sessions draw considerable numbers of onlookers supporting the young basketball players. As the night progresses there is also live music, dancing and social engagement.

The entire night of activity is enabled by the running of the basketball games by the Balgo youth workers.

Source: The Allen Consulting Group 2012.

### 3.6 Justice, health and wellbeing outcomes

#### Key points

- *Stakeholders generally are of the opinion that youth services are able to contribute to improved health and wellbeing outcomes for youth at risk of anti-social behaviour and repeat offending.*
- *Achievements of the EKYSN and related services include establishment of a significant youth worker presence, ability to connect other service providers to youth in the community and provision of youth services in out of school hours.*

#### Justice outcomes

- *Based on a self-audit of performance against criteria related to delivery of diversionary programs, a number of communities funded under the IJP reported high levels of satisfaction in 2010-11 with the assessment and diversion from the justice system of at risk Indigenous youth. Addressing boredom and hunger among youth was a key strategy.*
- *While a greater whole-of-community systematic and integrated approach is required to rigorously determine the impact of youth services on justice, health and wellbeing outcomes, there are sources of administrative data that provide both a baseline for community risk assessment, input to potential collaborations and priority setting, and the opportunity to track change over time.*
- *The EKYSN and related youth services provide an important role in maintaining vigilance to contain VSU and working cooperatively in communities to respond to reported incidents through youth diversionary activities.*

#### Health and wellbeing outcomes

- *Anecdotally, service providers and youth workers considered that the presence of youth services had influenced school participation, improved nutrition and positive behaviour change.*

The PSS, IJP guidelines and the East Kimberley Volatile Substance Use Plan recognise the contribution of the EKYSN and related youth services to preventing/reducing contact with the criminal justice system, VSU and improving youth health and wellbeing more broadly. The literature confirms that youth services have the potential to contribute to these outcomes (refer to Chapter 2).

Measuring the impact of the EKYSN based on current available data is problematic. This is due to the unavailability of location specific data, confounding factors that may influence both the incidence of VSU in a community and positive changes within a community, periods where no youth services were being provided in communities due to staffing issues, and limited comparability of current service performance reporting — for example, different ways of measuring youth at risk attendance.

Further, there may be a lag in improvements in outcomes being shown in the data, particularly where youth services are only recently established. Whilst the youth worker may be observing positive changes in groups or individuals, these changes may not yet have translated into outcomes relevant to the criminal justice system or health and wellbeing. For improvements to be seen in the available data, the provision of youth services needs to be sustained in each community for a reasonable period.

The findings below comment on the data available to the evaluation, providing a base from which collections may be improved in future monitoring.

### ***Contribution to preventing/reducing contact with the criminal justice system***

As identified above, the contribution of the EKYSN to preventing/reducing juvenile offending, incarceration and recidivism is one that is difficult to measure.

The evaluation identified that recruitment and retention issues relating to both EKYSN hub coordinator positions and youth worker positions had impacted upon the ability of the EKYSN to contribute to changes in youth outcomes to date. As such, many stakeholders described that it was too early to report on the EKYSN's contribution, but that the coordination activities put in place and a sustained long term approach to the delivery of youth services had the potential to achieve improved outcomes.

At this stage in the implementation of service delivery, three key achievements were identified in relation to the EKYSN's contribution to preventing/reducing juvenile offending, incarceration and recidivism. These were:

- the establishment of the EKYSN and placing youth workers on the ground;
- acting as a connection and referral point for other services; and
- the provision of services at times of most need.

Each of these is described in further detail below. Whilst these achievements are not in themselves outcomes, they have been identified as key inputs to preventing/reducing youth contact with the justice system. Further, these achievements provide a basis for future development and targeting of youth programs and activities within communities, including those provided by service providers not based in the community.

### *Establishment of the EKYSN — placing youth workers on the ground*

Attracting funding to introduce youth workers in communities was seen as one of the greatest achievements of the EKYSN by the majority of stakeholders. Service providers and youth workers in particular highlighted the impact of these positions in remote communities, such as in Ringer Soak and Billiluna, who previously had no or limited youth programs.

### *Connection and referral point for other services*

Service providers indicated that the introduction of youth workers in communities had a positive impact on their service delivery in remote communities. For many, youth workers act as a contact point in communities as they have pre-established relationships with young people. Providers such as the Department of Corrective Services and the Kimberley Mental Health and Drug Service highlighted the value of youth workers' relationships with youth in communities in relation to the success of programs and ease of delivery. Further discussion of partnerships and collaborations is included in the section below.

Conversely, as identified previously, youth workers highlighted that acting as this connection or referral point for external services sometimes made it challenging to deliver their core programs and activities.

### *Provision of services at times of most need*

The literature identifies that one of the factors contributing to the success of youth activities and recreation programs is running programs and activities at times when young people are at greater risk of participating in VSU, such as during school holidays, weekends and during the evening/night (NHMRC 2011).

All communities identified at least one youth activity or program that was run during the evening on weekdays. However, some service providers identified that there were not enough activities provided during the evening, or later at night. Only some communities ran youth programs and activities on the weekends, although some youth workers identified that they planned to run weekend activities in the future.

Most activities and programs provided finished by 9pm. Some service providers, such as the police, identified that activities/programs needed to be provided later into the evening past 9pm, particularly on weekends.

All communities identified that youth programs and activities were run during the school holidays. An increase in school holiday programs has been another achievement of the EKYSN. There is greater collaboration and coordination of resources as a result of the EKYSN, enabling more programs to be run.

Table 3.4 summarises the youth programs and activities provided by youth workers as part of the EKYSN within communities at times of most need. Note that in some communities the youth worker position is currently unfilled, or has only recently been filled — impacting whether programs and activities are run during these times of most need.

Further, other youth service providers within communities may run additional activities at these times, for example the Kalumburu Mission who employ their own youth workers and run their own youth activities.

*Activities include hunting trips to the bush, network gaming and dancing. There are some rules such as no attendance at school then no Halo [computer game]. There are holiday programs that are run as well.*

*Youth worker*

*School holiday programs are also run over all holidays except Christmas. We recently had the one year anniversary of the youth centre. There has been no break-ins or vandalism [of the youth centre].*

*Youth worker*

Table 3.4

## EKYSN YOUTH PROGRAMS/ACTIVITIES RUN AT TIMES OF MOST NEED

	Evening/night activities during the week*	Weekend programs/ activities	School holiday programs/ activities
Balgo	✓		✓
Billiluna	✓		✓
Halls Creek		✓	✓
Kalumburu	✓		✓
Kununurra	✓	✓	✓
Ringer Soak	✓		
Warmun	✓	✓	✓
Wyndham			✓

Source: The Allen Consulting Group 2012, based on feedback from stakeholder consultation

Note: Mulan is not included in the table as there is currently no youth worker employed

\*Evening/night activities during the week are distinguished from after school activities run during the afternoon

Service providers who are funded under the IJP provide self-audit reports on service delivery standards to the Attorney-General's Department. Part of this assessment reports on whether youth diversion services help reduce at-risk Indigenous youth from adverse contact with the criminal justice system, and increase their motivation to identify and take opportunities that will support leading a productive life.

Service providers rated their service provision against six criteria:

- **identify challenges** — assess clients to identify their key issues and challenges;
- **diversion services** — develop and implement diversion services which address these issues and challenges;
- **diversion justice system** — demonstrate that the diversion services engage, encourage and support youth diversion away from adverse contact with the criminal justice system;
- **diversion self-esteem** — demonstrate that the diversion services build self-esteem and reduce negative attitudes that lead to anti-social behaviour and offending;
- **cultural relevance** — demonstrate that diversion services are culturally relevant and sensitive to local cultural values and practices; and
- **follow up services** — provide follow up services during and post completion of the program, to demonstrate the service has reduced contact with the criminal justice system.

The rating scale ranges from 1 = not met or not satisfied to 4 = fully met or highly satisfied. Service providers are also asked to provide a rationale against each rating. The limitations of self-assessment performance reporting are discussed in Section 3.10.

The majority of service providers who submitted self-assessment reports considered that they either met or fully met each of the six criteria for this domain. Only two services highlighted that they had not fully met two of the criteria. Kalumburu services described that they self-rated two for diversion — justice system, because ‘defining and obtaining evidence on the extent to which services reduce adverse contact with the justice system is primarily based on reasoned speculation and not on firm evidence’.

Halls Creek services described that they self-rated two for follow up services because ‘it has been recognised that to better engage specific at-risk youth aged 14-18, we will need to create projects more age specific...the need for alternative outreach activities has been identified...the aim is to have a wider outreach to at-risk female youth and a wider group of youth attendance’.

Further, the Halls Creek service commented that:

‘most service providers in Halls Creek support the youth centre and agree that the service keeps youth off the streets and reduces the amount of youth in contact with the criminal justice system. When a youth has been identified as having been in contact with the criminal justice system the Youth Services Team work closely with the Region Youth Justice team to target the youth and re-engage them. This has been made more difficult with staff shortages, as spending more time with individual young people can be very difficult when there are 80 youth at the centre to supervise’.

Halls Creek youth services provider.

Anecdotal feedback from youth workers and service providers regarding the impact of youth programs and activities on preventing or reducing juvenile offending, incarceration and recidivism are included below. A key theme was boredom among youth across all communities, which many identified, had potential to lead to interaction with the justice system. This perspective is supported by the literature, but as one factor in a range of possible drivers of crime and anti-social behaviour.

Offending would have dropped [due to the youth programs being delivered].

In the evenings I focus on the crime side of things — I get them to a safe site at night.

Youth workers.

The prime reason kids offend in Balgo is boredom.

Boredom is the key factor in youth offending in Balgo – diverting them is essential. Youth programs are important: they provide a connection or engagement; an organised structured environment for the kids to be in is useful; and it can improve the education attendance rate.

Boredom and hunger are the drivers of crime during the holidays.

Boredom is the key driver of antisocial and criminal behaviour — parents don't push their kids — addressing the boredom is the key role for the youth development officer.

Kids hunger is an issue — kids break in for food only and due to boredom.

Service providers.

Related to this, stakeholders identified that youth services, particularly those run over the school holidays, had the potential to decrease boredom among youth, thereby having an influence on crime rates and VSU. As one stakeholder described in relation to youth services:

[Services] decrease boredom, decrease recklessness and increase wellbeing. All have flow on effects for criminal justice and education.

Government stakeholder.

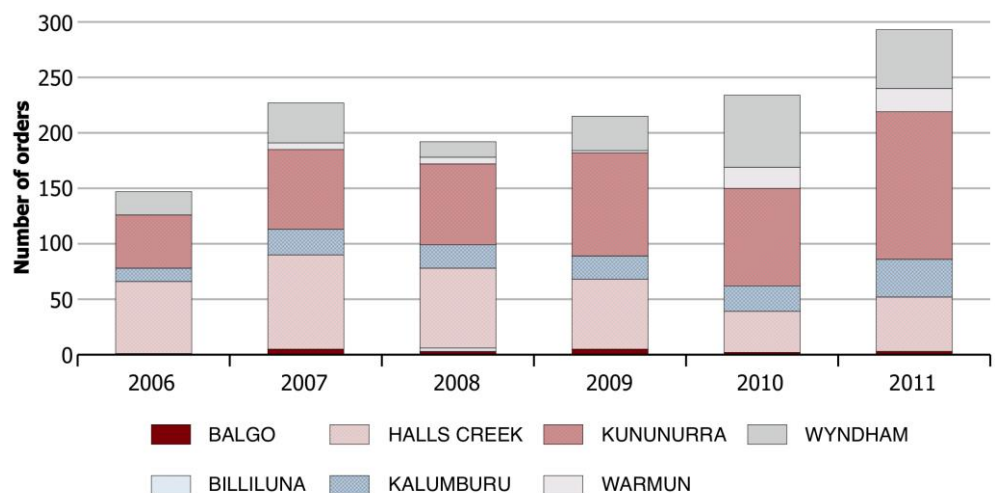
### **Data on youth contact with the justice system**

Data on youth justice orders, youth detention centre admissions and juvenile justice team referrals are presented below. As identified above, there are limitations in the extent to which this data can be linked to changes in outcomes due to significant gaps in youth service delivery in most communities since implementation of the EKYSN (e.g. where youth worker positions were unfilled). There are also other contextual factors that should be considered in interpretation, such as recent events within the community. However this data provides a baseline for measurement of outcomes in the future, following more sustained periods of service delivery.

Figure 3.1 presents the number of youth justice orders from 2006-2011. There has been a steady rise in the number of youth justice orders since 2008.

Figure 3.1

#### NUMBER OF INDIGENOUS YOUTH JUSTICE ORDERS 2006-2011



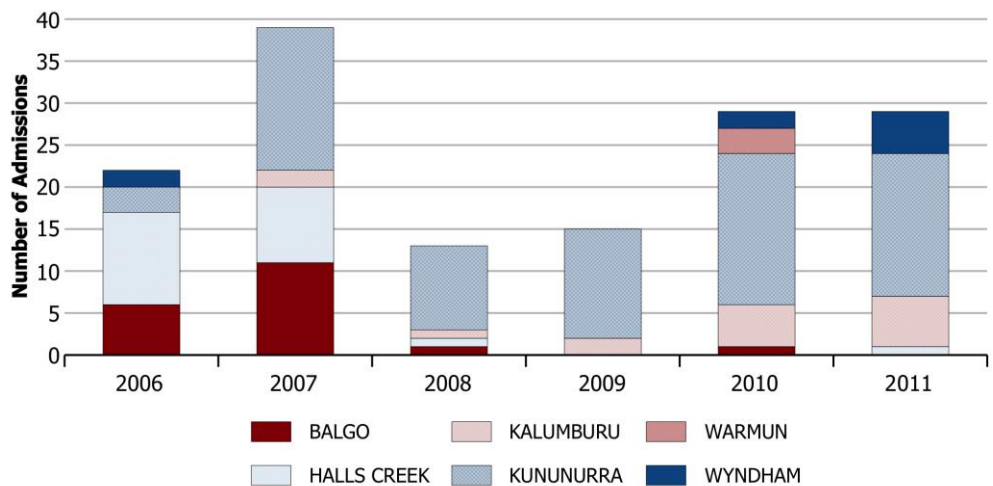
Source: WA Department of Corrective Services 2011, ACG analysis.

Note: Data are not available for all communities. Youth justice order is defined as a court order that requires a juvenile offender to be supervised in the community by youth justice officers. They must report regularly to the officer and must not break the law.

Figure 3.2 presents the number of detention centre admissions from 2006-2011 and shows that the number of detention centre admissions for six of the East Kimberley communities associated with the EKYSN peaked in 2007. The majority of youth admitted were between 14-16 years of age, with the youngest being 12 years of age. Almost all admissions over the period were males, with only one female admission recorded. The end status of youth admitted resulted in 25 per cent sentenced.

Figure 3.2

NUMBER OF INDIGENOUS DETENTION CENTRE ADMISSIONS 2006-2011 (N=153)

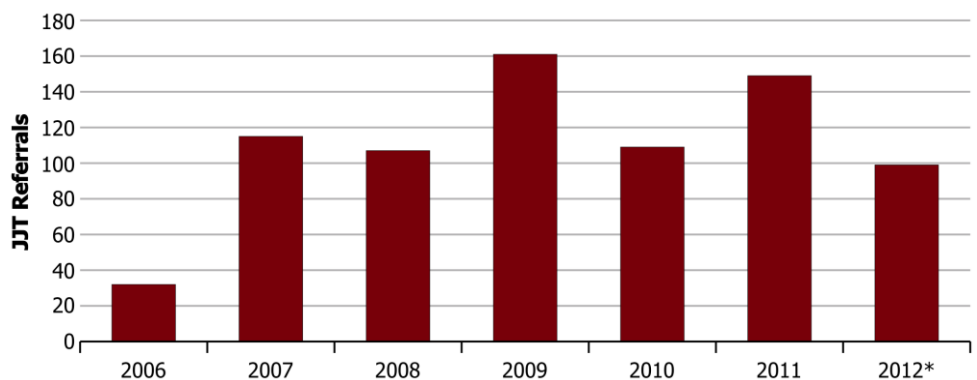


Source: WA Department of Corrective Services 2011, ACG Analysis.  
 Note: Data are not available for all communities.

Figure 3.3 presents the number of juvenile justice team referrals from 2006-2012 for EKYSN communities except Mulan and Ringer Soak. The data show relatively marked fluctuations in referrals in recent years. It is noted that the East Kimberley Youth Justice Service received additional funding under Royalties for Regions in 2011 to expand the number of services it provides, however it is unclear whether the data reflects this increase in service provision.

Figure 3.3

NUMBER OF JUVENILE JUSTICE TEAM REFERRALS IN EKYSN COMMUNITIES 2006-2012

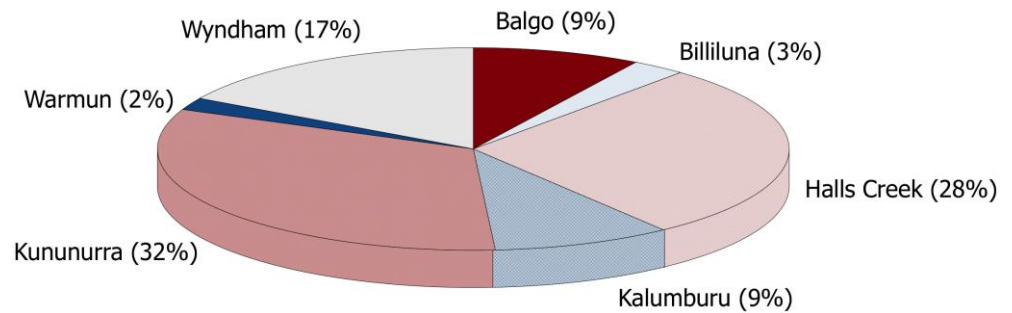


Source: Children's Court of Western Australia, ACG Analysis.  
 Note: \*2012 data only available until June 2012. Data was not available for all EKYSN communities. Juvenile Justice Team Referrals are referred by the Children's Court, rather than continuing with the court process which can be daunting for the young person.

Figure 3.4 shows the proportion of juvenile justice team referrals by community over the same period. Kununurra had the highest proportion of referrals with 32 per cent, whilst Halls Creek had 28 per cent of referrals, which may be reflective of their larger populations and the location of Juvenile Justice Teams — based predominantly in Kununurra.

Figure 3.4

## PROPORTION OF JUVENILE JUSTICE TEAM REFERRALS BY COMMUNITY 2006-2012



Source: Children's Court of Western Australia, ACG Analysis.

Note: Oombulgurri is no longer an operational community. In 2011, the community was deemed unviable due to its small size and levels of social dysfunction. Data for Ringer Soak and Mulan was not available.

The most common offences resulting in Juvenile Justice team referrals included:

- unlawful entry with intent/burglary, break and enter — 37 per cent; and
- theft and related offences — 34 per cent.

The majority of referrals were for males (83 per cent).

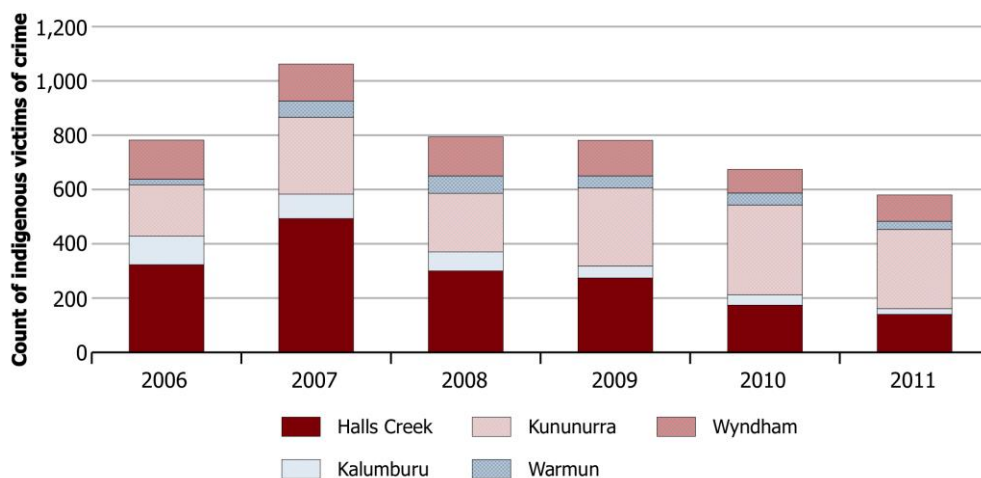
Data on Indigenous victims of crime for EKYSN communities also provides an indication of changes in levels of community safety. 0 shows total numbers of Indigenous victims of crime by community between 2006 and 2011. Crime rates were highest against Indigenous persons in 2007, and have fallen every year since. This decrease is largely due to reductions in crime rates in Halls Creek. The decrease coincides with the introduction in 2009 of alcohol restrictions, which were reported in the Halls Creek Alcohol Restriction Report December 2010 to the Drug and Alcohol Office WA, to have resulted in 'positive health and social benefits'.

Decreases in Indigenous victims of crime relating to reported sexual assault incidents for selected communities occurred between 2007 and 2011. Other types of offences, such as domestic assault and non-domestic assault have also decreased.



Figure 3.5

## INDIGENOUS VICTIMS OF CRIME BY COMMUNITY, 2006-2011\*



Source: WA Police Business Intelligence Office 2012, ACG analysis.

Note: \* <sup>1</sup>Counts are across all offence types. Data are based on occurrence date, rather than reported date. Data are not available for all communities.

### ***Contribution to preventing/reducing petrol sniffing and VSU***

The Kimberley Mental Health and Drug Service reports on VSU incidents within the East Kimberley region. The VSU incident data is collected through a voluntary reporting protocol developed by the EKVSUWG and endorsed by KIWG in October 2008.

The results of the data presented below should be interpreted with caution, noting that many VSU incidents go unreported. There are a number of reasons why VSU incidents may not be reported, including:

- VSU may occur in private places (such as the home) and therefore go unnoticed;
- there may be a lack of awareness amongst service providers and members of the public about the dangers of VSU and the need to respond quickly;
- the signs of VSU may be mistaken for alcohol or other drug use;
- stakeholders may not be aware of the reporting protocols (high staff turnover continues to have a significant impact on levels of awareness);
- stakeholders may not be aware that there are services and supports available to assist individuals and communities;
- the stigma attached to the issue can also mean that communities are reluctant to report VSU incidents;
- inhaling volatile substances is not an offence and is therefore not likely to be recorded in crime statistics; and
- users under 14 years of age are not covered by national drug surveys.

A number of contextual factors can contribute to VSU incidents occurring in communities, such as school holiday periods, the wet season and issues between families. Whilst the data presented below does not identify the contribution of the EKYSN in preventing/reducing petrol sniffing and VSU, it provides a baseline for further monitoring and investigation. A total of 61 VSU incidents have been reported in East Kimberley communities between 2009 and 2012. Over 80 per cent of incidents involved individuals, or groups of individuals, with an average age of under 18 years. Substances used in reported incidents were almost evenly split between aerosols (48 per cent) and petrol (44 per cent).

While the number of reported VSU incidents is relatively small, the impact of even a small number of users on a community can be significant. A study undertaken by Access Economics estimates the total cost of petrol sniffing in Central Australia at \$78.9 million which includes the net cost of disease burden, cost to the criminal justice system, and costs of health and long term care and rehabilitation.<sup>4</sup>

Service providers and youth workers noted that programs and activities delivered by youth workers reduce boredom, build self-esteem and equip young people with the skills to make positive life choices. Reducing boredom in remote communities and strengthening resilience are identified by the literature as key factors that contribute to preventing/reducing VSU.

Boredom. Lack of good role models. Substance misuse. Not a lot of motivation – not encouraged by family or communities to go further with study. Not motivated to address drug and alcohol issues. The youth don't have much insight into consequences of abuse of drugs and alcohol.

Service provider.

However, stakeholders were cautious about making assessments on whether increased youth services had reduced VSU within specific communities. Stakeholders highlighted that this was mainly due to the range of factors that could lead to a VSU incident — including time of year, events within the community and general boredom.

While it is difficult to determine what contribution the EKYSN has made in preventing/reducing VSU, the majority of stakeholders agreed that youth programs are a critical element of an effective VSU response and prevention strategy. The approach taken by the EKVSUWG has focussed on two key areas:

- *prevention* - through implementing initiatives such as the EKYSN to address some of the underlying factors that contribute to VSU; and
- *response* – through developing an agreed interagency protocol to ensure a rapid response to VSU incidents.

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<sup>4</sup> Access Economics Pty Ltd. Opal Cost Benefit Analysis, Canberra. Access Economics 2006.

One of the most important impacts of the EKYSN identified by the evaluation is that a range of service providers are now acting collaboratively when VSU incidents do occur in the region. The Kimberley Mental Health and Drug Service in particular identified this as being crucial in preventing the spread of VSU incidents within communities. The service specifically highlighted the positive impact of having youth workers on the ground in each community in supporting responses to VSU incidents. Another provider described:

When there are VSU incidents the Network works together. Like providing school holiday programs and bringing skills together from different service providers to contain issues. There is anxiety in communities about VSU, including [amongst] service providers.

Service provider.

### **Contribution to improved health and wellbeing**

Service providers and youth workers highlighted impacts upon school attendance in communities, nutrition and positive behaviour change. Comments from youth workers and former youth workers regarding the impact of increased youth programs/activities on youth health and wellbeing — including school attendance — are included below.

‘School attendance has increased. Have really been pushing families to send their kids to school. Kids get far more discipline at school. Behaviour has improved. When [youth worker] started, [the service] was in disarray with only two activities running per week.’

‘Push healthy diets in the youth programs, but can't associate changes in health with the youth programs.’

‘School attendance has improved, and general behaviour has improved in the community.’

Health and wellbeing is improving. Washing hands and general nutrition are a key part of Youth Centre activities — but it's still a huge issue for the community more broadly.’

[The youth worker] works with the clinic and other agencies. For example in relation to safe sex practice — handing out condoms to young men, takes young people to the clinic, encourages bush medicine.’

‘At the moment programs [are] very much targeting crime statistics and young kids at school to increase attendance. After school activity drop in centre — use pool heavily, promote healthy eating and living.’

Whilst service providers and youth workers anecdotally highlighted impacts upon health and wellbeing, such as school attendance, evidence to support these impacts is limited. This is due in part to the availability of data, for example school attendance data was not available to the evaluation for all schools in all communities. Where the information was available, the data showed variation in attendance over time and in some instances between year levels.

## **3.7 Youth attendance**

### **Key points**

- *Recording of youth attendance is an important output measure that continues to be improved.*
- *Youth engagement in activities was reported to be difficult to sustain among older adolescents and influenced by gender issues and cultural expectations.*

### **Recording attendance**

One of the key strategies of the East Kimberley Volatile Substance Use Plan is to increase the engagement of children and young people in meaningful structured activities.

There are limitations to the reporting methods used by agencies to record attendance rates. This is due mainly to the absence of agreed and uniform methods of reporting attendance across the EKYSN.

Nevertheless the summary of reported attendance rates, derived from EKYSN self-audit reports (provided at Appendix G) is useful in documenting the types of programs available and the extent to which service providers and youth workers are attempting to record youth participation and attendance.

The range of indicators that service providers and youth workers sought to report attendance data against, included:

- total numbers of participants and participant contacts;
- gender of participants;
- age of participants; and
- Indigeneity of participants.

A number of different methods of recording attendance data were described by youth workers and service providers and is evident in performance reports. These included:

- head counts at the beginning of activities;
- average monthly estimates of attendance;
- sign in as a requirement of entry to youth centres and other facilities; and
- recording detailed information about individuals, including name, age and date of birth.

Attendance data is a key measure for assessing outputs, and in some cases outcomes, of the EKYSN. Service providers and youth workers highlighted a number of issues with being able to record attendance information, including:

- youth not wanting to be identified and providing false names;
- difficulties in recording attendance for activities when high numbers of youth attend (e.g. more than 50 people). This was common for a number of after school sporting activities in remote communities. In some cases there was only one youth worker and two trainees present, making it difficult to monitor attendance;
- movement of youth between communities, both within the East Kimberley and further afield;
- definition of youth at risk and those not at risk; and
- issues relating to privacy in some instances, particularly where information may be shared between service providers.

Issues around recording personal information and data, and potential improvements to the quality and consistency of attendance data is explored in further detail in Section 3.10.

### ***Attendance and participation***

There was consensus among service providers and youth workers on a number of key themes regarding attendance and participation of young people. These are summarised below.

- *Successful participation of young children in programs* — young children, generally up to the age of 12, were identified by most stakeholders as enthusiastic consumers of youth programs and activities. Stakeholders nominated a number of possible reasons for this, such as the view that younger children were easier to entertain, developmentally they enjoyed more structured environments and have a greater likelihood of parental engagement and support for their attendance.
- *Difficulty in sustaining engagement among older adolescents* — for adolescents, most stakeholders felt it was harder to engage and sustain their attendance in programs. Reasons cited included a growing sense of independence and responsibility (often reinforced by cultural expectations), more pervasive peer pressure, and a general unwillingness to associate with younger children. In response to the last issue a number of specific activities and strategies were described to the evaluation team that were designed to ensure younger children were separated from older young people. These often took the form of late night sporting programs or centre based activities and camps where it was easier to exclude younger children.
- *Impact of gender on attendance* — gender specific issues were also cited as impacting on attendance rates for programs. For male teenagers, cultural expectations — particularly as they related to interaction with younger children and females (including female youth workers) — were seen as major inhibitors to engagement and attendance in programs. Female teenagers, especially around the age of 14 onwards, were seen as particularly difficult to engage and attend youth programs. There was a view among service providers and youth workers that at this stage of their life, the young females were especially vulnerable to social withdrawal, and potentially early motherhood.

### 3.8 Youth and community involvement in program design and delivery

#### Key points

- *A range of methods are utilised to engage with community on the design and delivery of programs including obtaining input from community leaders, local Indigenous staff and young people.*
- *Community support for activities provided credibility and legitimacy to programs.*
- *There were divergent views about formalising a youth leadership group and some unsuccessful attempts.*
- *There were significant barriers in engaging parents and community including, cultural differences in parenting, which was seen as both a strength and weakness; the devaluing of education; family and community conflict; and alcohol.*
- *The importance of an Indigenous advisory committee or reference group was raised by a number of stakeholders, to engage communities more broadly in the planning, development and delivery of youth programs.*

Service providers funded under AGD's Indigenous Justice Program are required to rate the quality of their services against six indicators. Two of these indicators relate to community input and design, namely:

- *identifying challenges* — enabling young people and communities to identify needs; and are
- *culturally relevant* — reflecting local and cultural needs.

On both indicators, services in each of the EKYSN communities rated themselves as meeting or fully meeting these requirements. (The limitations of self-audit reporting methods are discussed in Section 3.10.)

#### **Design and delivery of programs**

From reporting, it is evident that considerable effort goes into engaging with young people and the community to identify needs and involve them in the development of programs that can address them. Analysis of the most recent set of reports demonstrates that there is significant engagement of young people and community. Based on the self-audit reports, typical forms of engagement include the following.

- *Community leaders* — there is significant use of formal and informal networks of community leaders who are involved in the assessment of need and delivery of programs. This includes local Aboriginal Corporation CEOs and Boards of Management, and other respected community elders.
- *Local Indigenous staff* — appointment of local Indigenous staff, predominantly trainees, to assist with the delivery of programs is evident in some communities.

- *Recognition of young people* — young people are consulted regularly on program design and delivery. They are also involved in community events that recognise and celebrate a young person's contribution and/or achievements. Programs have also been offered to develop youth leadership skills, through, for example, skills based mentoring projects.
- *Complaint mechanisms* — there is a level of awareness across service providers of the importance of established complaint mechanisms in ensuring community feedback is channelled into program delivery. There are both formal and informal pathways to progress complaints in most of the communities.

Box 3.3 provides an example of how refurbishment of the youth centre at Billiluna has enabled the participation of youth in activities.

#### Box 3.3

#### INVOLVING YOUNG PEOPLE

##### **Billiluna Youth Centre**

The Billiluna Youth Centre recently celebrated its first year since major refurbishment and renovation.

There was significant involvement of young people in the design work of the building and interior, and young people continue to play a significant role in the design of programs run out of the centre and use of its facilities.

Admission and use of the centre is governed by a set of structured rules that include attendance at school and washing up after cooking and eating, and hours of operating that separate younger children from the older adolescents.

However, in between structured programs, it also operates as a casual drop in centre where young people can choose which activity or form of engagement they are interested in.

The garden centre outside of the building is also run as a collaborative project, with young people playing a role in its establishment, design and upkeep.

Significantly the youth centre is the only building in Billiluna not to have suffered vandalism or graffiti.

Source: The Allen Consulting Group 2012.

More broadly, stakeholders perceived a current lack of involvement and input by local Aboriginal community members in the planning, coordination and implementation of the EKYSN. This involvement was seen as important by stakeholders to ensure that programs meet community needs and are owned by the community.

#### **Meeting community needs**

Service providers and youth workers reinforced that engagement, identification and involvement of young people and the broader community was essential in program design and delivery.

A community reference group has been established recently — Indigenous leaders coming together — we've had a number of meetings already. The community nominate who is part of the group.

Service provider.

We always ask the kids what they want to do.

Youth worker.

Community involvement in sustaining programs is important.

Service provider.

In communities there was a common view that community ownership, particularly by respected figures was a critical legitimising factor. There was not an expectation that community members would run the events or programs, but that ideally they would be engaged and supportive, and in doing so lend credibility and legitimacy to the programs.

In terms of involving young people in the development and delivery of programs, most youth workers intimated that young people are very involved in decision making. For example youth were highly involved in designing the upgrade of the Billiluna youth space. Instances of celebrating and rewarding young people also featured heavily in consultation. There was some divergence among youth workers on the merits of establishing a formal young person's leadership reference group. Some youth workers were looking to establish such a group, for example in Warmun; others had tried but had been unsuccessful. There was concern among some youth workers about the applicability of concepts like 'youth leadership' groups, feeling that such generalist approaches ignored the disadvantage and conditions that young people in community experienced on a daily basis. There is strong evidence to support the need for youth and community input to youth programs and that programs are more successful where youth input to their design and delivery. The arrangements for facilitating such input can be flexible and tailored to the community and the activity (see Box 3.3).

### ***Parental and community support***

Parental and community engagement and support are critical enablers to the design and delivery of youth programs (NHMRC 2011). Among service providers and youth workers there was widespread recognition of their importance to the success of youth programs in the communities. Stakeholders also identified significant barriers to engaging parental and community support, and discussed potential strategies to overcome them. Strategies included inviting parents to run activities about bush food and culture, running a community basketball competition that included a parent team, and involving community artists in delivering creative activities for youth.

Community resilience and the extent to which culture and discipline were respected were seen as indicators as to the level of community engagement and support for youth activities and programs. Service providers and youth workers were aware of the need to engage parents in activities and programs but drew attention to the importance of recognising the distinct nature of parenting in Aboriginal communities.

This was commonly identified as a more communal approach to parenting that was seen as both a strength and a weakness among communities. The extent to which community members look out for children and young people potentially enables a greater protective network of monitoring. But service providers and youth workers also remarked on this approach contributing to a lack of engaged and direct parental supervision.



A number of service providers commented on the significant activity and effort to provide support and services — such as transportation, food and nutrition, health and hygiene — that are in effect replacing what could be considered regular parental duties. These efforts ensure that basic needs of children and young people are being met, but in turn impact on the level of parental responsibility and supervision and potentially inhibit parental engagement and ownership of programs and activities.

*We can be viewed as babysitters  
by the community Youth workers*

### *Engaging parental and community support*

A number of distinct barriers to successful engagement of parental and community support were identified by service providers and youth workers across the different communities. These barriers are summarised below.

- *Pre-existing dysfunction* — stakeholders readily identified existing parental and community dysfunction as major barriers that service providers and youth workers had to grapple with. Types of entrenched parental dysfunction that were identified as inhibitors to engaging parental and community support included drug and alcohol abuse, inadequate housing, mental health, sexual health, physical and social wellbeing, family violence and unemployment.
- *Alcohol* — there was significant mention of the impact of alcohol in communities, though this was more centred around townships where grog bans were less restrictive. The presence of excessive alcohol consumption was explicitly linked by some stakeholders to poor parental capacity and an unwillingness to engage with activities and programs.
- *Family and community conflict* — the presence of family and intra community conflict was raised in consultation across the region. Stakeholders commented on how conflict among the adult population often spilt into the school environment and youth programs being delivered. This also impacted on the willingness of some parents and community members to engage and support programs and activities.
- *Devaluing of education* — there was a perception among service providers that significant numbers of parents in the community do not value school and education and consequently do not actively support or encourage their own children to pursue educational attainment.

Strategies that service providers and youth workers had undertaken to encourage and secure parental and community involvement have revolved around consultation with respected community elders and the establishment of community reference groups.

### 3.9 Partnerships and collaboration

#### Key points

- *Overall the majority of stakeholders identified that there had been some increase in coordination and collaboration between service providers attributable to the EKYSN. However, stakeholders also identified that improvements could be made at both the EKYSN and community levels.*
- *The maturity of relationships with other service providers in communities varied between communities. Arrangements ranged from formal and regular interagency meetings to more ad hoc relationships for more isolated communities with a 'fly in fly out' service provider model.*

As identified in Chapter 1, the development of partnerships and collaborative arrangements with other service providers has been a key aim of the EKYSN and youth service hubs. Coordination, partnerships and collaboration at EKYSN and community levels is discussed in the following sections.

#### **Partnerships and collaboration to establish the EKYSN**

In establishing the EKYSN, a number of partnerships and collaborations were put in place, particularly between funders. This is evident by the pooling of funding in order to fund youth work positions on the ground. In many instances, three agencies or organisations have come together to fund and implement a position. For example, the youth community development officer in Kalumburu is funded by AGD and DCP, and is employed by the Kalumburu Aboriginal Corporation.

Additionally funders have made contributions to a number of pre-existing programs, including the MG Youth Worker Project and Chilling Space and the Werlemen Program.

Without a commitment to partnership by Australian, state and local governments, as well as non-government organisations, youth services provided in the East Kimberley would still be delivered on an ad hoc basis and community needs in relation to youth issues may go unmet.

*The Network has increased collaboration and coordination formally and informally.*

*Former government employee*

### **Network partnerships and collaboration**

The EKYSN has improved the coordination of and collaboration between youth services in the East Kimberley region. This includes:

- bringing service providers together through monthly (and now bi-monthly) meetings of the East Kimberley Youth Provider Network and Building Better Connections;
- sharing information and training opportunities via regular email updates;
- sharing of resources between organisations, such as WA Police providing youth workers in Wyndham with disco equipment;
- EKYSN newsletter;
- developing a map of services provided in Kununurra, and beginning to extend it to other communities; and
- running the youth worker forum, which was regarded as a huge success by all consulted.

However, a number of opportunities for improvement in relation to coordination and collaboration were identified, many of which centred on the need for the hub coordinator positions to be filled.

Many stakeholders saw huge potential for the EKYSN in the coordination of youth services, and in turn, the greater impact that coordinated and sustained youth services in communities could have.

In order to achieve changes in youth outcomes, for example in relation to offending and improved wellbeing, youth workers needed to be strongly supported (see Section 3.3) and mentored to ensure length of tenure, and thereby the maintenance of relationships with youth and the broader community and the achievement of outcomes. A number of those consulted saw a role for the EKYSN in providing a greater level of support to youth workers.

Multiple funding streams for youth workers and programs under the EKYSN, were identified as impacting negatively on coordination, and limited the extent to which outcomes could be measured. One stakeholder articulated a need for aligned objectives and reporting mechanisms for all youth services within the EKYSN in order to increase coordination:

They are all in different formats; some require monthly reporting others require bi-annual reporting. All of this is confusing. We need a mechanism in government to require a single set of reporting requirements.

*Former government employee.*

There is a role for the EKYSN in coordinating funding applications for different service providers who are part of the EKYSN. This coordination also needs to extend to youth policy objectives within the East Kimberley region and the associated objectives and outcomes to be measured.

In many cases, multiple policy objectives, funding streams and service providers are challenges to the effective coordination of services, which were exacerbated by hub coordinator positions being unfilled for substantial amounts of time.

### ***Collaboration with justice and other services***

Government stakeholders, service providers and youth workers did not identify any gaps or overlaps that exist in relation to current justice services provided in communities. However, stakeholders did identify a need for additional resources, and for relationships between justice services and youth workers to continue to be built upon and strengthened.

East Kimberley Youth Justice Services (EKYJS) identified the value that having youth workers on the ground had contributed to the improved case management of youth in contact with the justice system. In a number of communities (Warmun and Wyndham in particular), EKYJS were in close and regular contact with youth workers to share information. EKYJS also highlighted the importance of the trust relationships developed between some youth workers and youth engaged with the justice system and how this impacted positively on being able to successfully provide youth justice services.

The Kimberley Mental Health and Drug Service also identified collaborative relationships established with youth workers in remote communities. The service highlighted that youth workers had been a crucial part of the response when VSU incidents did occur, and enabled a quicker response to incidents than had previously been the case.

As described previously, police in many communities also share information and work with service providers within the community to address youth issues. Many stakeholders highlighted the importance of these partnerships.

Some service providers identified that greater information sharing on crime and offending within communities would be of benefit to service providers, as well as allowing service providers to identify when some programs/activities may be 'making a difference' to key issues. In other communities, police already share this information with service providers.

Opportunities exist for youth workers, local police and juvenile justice teams to collaborate more strongly in targeting youth programs/activities to offenders and those previously incarcerated. These might include strengthened inter-agency arrangements regarding youth at risk.

### ***Community level partnerships and collaboration***

Government stakeholders, service providers and youth workers all identified examples of community level partnerships and collaboration occurring in relation to youth issues. Individual youth workers also reported the establishment of partnerships and resource sharing opportunities in some cases, and advocated for information sharing between providers. However, community stakeholders did not commonly identify increases in partnerships and collaboration with the EKYSN, such as the establishment under the EKYSN of the East Kimberley Youth Provider Network and Building Better Connections meetings convened by youth hub coordinators. Collaboration also existed under the EKYSN on sharing resources such as buses and activity equipment.

Some youth workers identified that they were put under pressure from service providers who were not based in the community. These service providers commonly use youth workers to connect with youth when they visit communities to deliver their programs or services. With so many service providers (including many outside of the EKYSN), this can be challenging and takes youth workers away from delivering programs and activities. Whilst service providers identified the value that youth workers provided in linking them to youth in the community, youth workers identified a need for greater information sharing and coordination in regards to the timing of service provider visits and service delivery.

Stakeholder perceptions regarding coordination, collaboration and partnerships within each community are discussed in Table 3.5.

Table 3.5

## COMMUNITY LEVEL COORDINATION, COLLABORATION AND PARTNERSHIPS

Community	Stakeholder feedback
<b>Balgo</b>	Consultations identified that there was a regular meeting of youth-related agencies in Balgo which facilitated collaboration and coordination.
<b>Billiluna</b>	Service providers and youth workers highlighted that while there was a fair degree of collaboration among providers within Billiluna, links between various agencies within the community could be strengthened. Coordination issues sometimes arose due to the youth centre being owned by Mindibungu Aboriginal Corporation and the youth worker being employed separately through SoHC.  Providers also identified that stronger links could be made with the school.
<b>Halls Creek</b>	Service providers and youth workers identified that regular 'Building Better Connections' meetings are held in Halls Creek, which include youth-related agencies and community members. These meetings discuss youth issues and programs, better coordination and service coverage. Coordination and partnerships were expected to improve with the employment of a new Halls Creek Youth Hub Coordinator.
<b>Kalumburu</b>	Service providers noted that there was some collaboration between agencies in Kalumburu, but that there were opportunities for greater collaboration between youth workers and the school, and between the Kalumburu Mission (who also provide youth programs) and other agencies.  A monthly meeting is held between the Kalumburu Mission, police, health clinic, school, shop, DCP and Kalumburu Aboriginal Corporation (including two EKYSN youth workers). A number of providers identified that this assisted with information sharing between service providers and the community.  Providers also identified that stronger links could be made with local police and the health centre in the sharing of information and coordination of activities and resources.
<b>Kununurra</b>	Service providers highlighted that there was a degree of collaboration between agencies in Kununurra. A number of interagency meetings were identified including the East Kimberley Youth Provider Network meetings, Working in Partnership meetings and children at risk meetings. Youth workers were not involved in children at risk meetings, which may be due to privacy issues that apply to statutory agencies.  Due to the high number of youth service providers in Kununurra, many consulted highlighted that there was significant room for improvement in coordination and collaboration between service providers. Some service providers also described that others were hesitant about sharing information at interagency meetings.  Service providers and youth workers described that the co-location of youth services within the Kununurra Youth Centre was designed to foster greater coordination and collaboration between services. However, a number indicated that this had not been achieved, and for some this was an issue of location. Providers indicated that it was important for services to coordinate, in particular with Save the Children who were unable to be co-located in the space.
<b>Ringer Soak</b>	Service providers identified that there was not significant communication between the organisations (e.g. the school, health clinic and shop) in Ringer Soak due to time constraints. They also stated that it was difficult to collaborate with outside agencies due to isolation of the community and the way in which government agencies and service providers visit the community for short periods of time.

Community	Stakeholder feedback
<b>Warmun</b>	<p>Service providers generally considered that government and medical organisations (e.g. DCP, police and the health clinic) worked well together in Warmun by holding children at risk meetings and sharing information, and that the EKYSN had facilitated this collaboration. One provider identified that it was difficult to engage with DCP, police and the health centre due to privacy considerations.</p> <p>There were varying views between service providers regarding relationships between youth workers and some services — with some highlighting that relationships were strong, and others describing room for improvement.</p>
<b>Wyndham</b>	<p>Service providers and youth workers identified that there was a relatively strong collaboration among service providers in Wyndham.</p> <p>Two key inter-agency meetings are held with a focus on coordination and information sharing: a children at risk meeting and the Wyndham Inter-agency Network (WIN) meeting. The children at risk meeting, which includes the Police, health centre, DCP, schools and Juvenile Justice, discusses providing support for children identified as at risk on a weekly basis. Service providers considered that the WIN worked well in relation to cross-pollination of ideas between service providers.</p> <p>Providers identified that partnerships occurred regularly in the delivery of youth activities, particularly in the school holidays, and resources were shared between service providers. For example, youth workers borrow police sound equipment to run discos. The youth worker and the SWEK recreation officer worked closely in the delivery of youth services. Collaboration with the Wyndham Aboriginal Corporation is also occurring.</p>

Source: The Allen Consulting Group 2012.

Note: Community level coordination, collaboration and partnerships have not been identified for Mulan as the youth worker position was unfilled at the time of evaluation.

Service providers who are funded under the IJP provide self-audit reports on service delivery standards to AGD. Part of this assessment reports on cooperation and relationships with other service providers. Service providers rated their service provision against five criteria:

- **contact list** — a contact list of key service providers and community organisations in existence is maintained;
- **working relationships** — proactive steps have been taken to engage and build constructive and cooperative working relationships with service providers and community organisations;
- **information exchange/referral** — steps have been taken to foster working collaboratively with service providers and community organisations, such as developing protocols for appropriate information exchange and referral;
- **conflicts of interest** — a policy is in place to manage potential conflicts of interest, such as the involvement of family members in the organisation; and
- **key meetings** — key meetings and forums have been attended with other relevant service providers, community leaders and members, and the agency has played an active role in appropriately sharing information.

The rating scale ranges from 1 = not met or not satisfied to 4 = fully met or highly satisfied. Service providers are also asked to provide a rationale against each rating.

Against each of the five criteria, most service providers reported that they either met (rating 3) or fully met (rating 4) the criteria. Service providers in Balgo and Kununurra indicated that information exchange/referral could be improved, whilst providers in both Balgo and Kalumburu indicated that policies in place were inadequate to manage potential conflicts of interest.

The limitations of current self-audit reporting methods are discussed in Section 3.10.

### 3.10 Funding, performance monitoring and reporting

#### Key points

- *The complex funding arrangements for the EKYSN have impacted on service continuity and outcomes. A move to a ten year funding commitment similar to Youth in Communities is supported by stakeholders. Such a commitment would support the achievement of long-term outcomes, many of which require sustained investment and service delivery.*
- *A lead government agency for the EKYSN and related services would provide a focus for consistency and coordination in establishing strategic priorities for the EKYSN and related youth programs. This would also provide an alternative governance arrangement for youth programs to that in place for the East Kimberley response to the PSS, and validate a more comprehensive approach to youth programs.*
- *There is an opportunity at the regional level to coordinate and align performance reporting under the range of service funders. This would be facilitated by changed governance arrangements and a funding commitment to youth worker and coordinator positions.*

#### Funding

Analysis of funding agreements indicated that a large number of positions and programs within the EKYSN receive funding from more than one source. For EKYSN positions and programs which received recurrent funding from AGD most had no other sources of recurrent funding. However, for the 25 projects for which FaHCSIA was the major funder, at least 12 also received funding from other sources — sometimes from up to four sources.

Where there were multiple funders of positions and programs, concerns were raised regarding the differing objectives of funders. Differing objectives usually related to focus and outcomes, such as justice, health and wellbeing and child protection outcomes.

Some service providers raised concern about the reliability of funding and the impact of one-year funding agreements on the continuity of personnel and service provision. Analysis of funding agreements shows that the periods of funding agreements vary between agencies, for example:

- some FaHCSIA funding agreements are one year agreements, particularly where one-off contributions were made to pre-established programs (such as the Werlemen program);
- AGD agreements are for between two and three years; and
- DCP agreements are for between three and five years.

In other instances, funding periods were seemingly short due to challenges in recruiting staff for positions resulting in positions being unfilled, such as the Kununurra coordinator position.

Whilst one-year funding agreements, multiple funders and recruitment challenges do impact upon the continuity of service provision and forward planning for service providers, on average funding agreements are for a three year period. Minimising short term agreements of between one and two years and addressing staffing issues relating to recruitment and retention are likely to have a positive impact on service provider concerns in relation to this issue.

However, the need for longer term funding was raised by government stakeholders, similar to the 10 year funding commitment for Youth in Communities delivered in the Northern Territory. This would support long term planning and the achievement of outcomes — many of which require sustained investment and service delivery in communities.

A number of funding bodies also expressed concerns about the difficulties in sourcing funding for youth worker positions, particularly from government agencies. This was highlighted as an ongoing challenge throughout the implementation of the EKYSN.

Funding for the EKYSN and related youth programs needs to:

- be coordinated by a lead government agency;
- respond to a strategic youth action plan to address the needs of youth in the East Kimberley region and communities;
- support a structure for youth worker positions in the region including coordinator positions, that has regard for other established community based youth programs;
- appropriately resource the initiative to overcome barriers to recruitment and retention of skilled staff in remote areas; and
- reduce the burden of program development, monitoring and reporting through streamlined arrangements that utilise youth program coordinator roles.

A ‘second wave’ of planning for the EKYSN and related youth programs is timely. A number of key projects and programs have recently or will shortly lapse including the Skills Development Coordinator (Skill Hire) funded by DEEWR and a major funder of youth programs in the Kununurra area. In addition, the PSS provides a narrower set of objectives than is appropriate to be the primary focus for the development and ongoing funding of a comprehensive youth program for the region.

### ***Performance monitoring and reporting***

The evaluation found that there is inconsistent reporting for EKYSN projects funded by multiple agencies. Stakeholders indicated that reporting requirements for jointly funded projects varied according to the funders’ objectives and it was often the case that reports were required at different intervals.



For example, one service provider who was funded by AGD, FaHCSIA and DCP for the same EKYSN project was required to submit separate performance reports to each funding body at different intervals (six monthly and quarterly), addressing the specified objectives of each funding body's program. A more streamlined approach allowing the provider to submit one report to all of the major funding bodies would significantly reduce the reporting burden on providers and allow them to focus their efforts on delivering services.

Some elements of this reporting require self-assessment by youth workers and providers. There are a number of obvious limitations to this performance reporting approach, where providers are asked to rate themselves on a scale of one to five against various activities or indicators. The evaluation found that there is little guidance provided to service providers on how to evaluate their own performance using the self-assessment tool — for example providing specific information on what should constitute a rating one, as opposed to a rating five. If a self-assessment tool is to continue to be used it is important that such information is added to provide rigour to the assessment. Further, service providers should be required to provide examples of what activities they have undertaken (or intend to undertake) in order to meet the criteria and award themselves a particular rating.

Additionally, youth workers identified in many cases that reporting was also required to their host organisation (e.g. the shire or Aboriginal corporation), as well as reporting to the lead funder (e.g. AGD), adding to the reporting burden. In a remote service delivery environment, where resources are often stretched, it is important that reporting requirements are administered efficiently and in a coordinated manner to ensure maximum service delivery.

Performance indicators and measurement also vary depending on the funder and the way in which the service provider or youth worker decides to measure that indicator. For example, youth workers define youth at risk in a number of different ways.

It is important to the future measurement of EKYSN impact and outcomes that performance reporting is coordinated and aligned at a network level.

## *Chapter 4*

# Overall assessment and alternative approaches

### **4.1 Appropriateness of the current structure and focus of the EKYSN**

#### ***Governance***

EKYSN governance structures and the expectations of shire coordinator roles should demonstrate clear lines of responsibility to aid the collective achievement of regional objectives and outcomes.

The East Kimberley Volatile Substance Use (VSU) Plan identifies the development of an East Kimberley Youth Strategy, incorporating community action plans and youth strategies from each shire hub. It is important that this strategy is developed through a process that both reflects the needs of SWEK and SoHC and the synergies across the region. The ‘integrated’ strategy should also embed the EKYSN governance arrangements to reflect the value of cooperative and collaborative action to strengthen youth services to effectively engage young people, their families and communities.

There is a need for greater coordination of the EKYSN and related youth services at a regional and shire level. A lead government agency would assist in driving the regional priorities for the EKYSN, supported by other key government agencies and the hub coordinators in Kununurra and Halls Creek. Regional coordination across the Shire boundaries of Wyndham-East Kimberley and Halls Creek needs to be enhanced to fully realise the leverage opportunities available from a region-wide perspective. To date, the lead agency role has been undertaken by FaHCSIA through the Petrol Sniffing Strategy Regional Coordinator position. While the PSS should continue to play a role in supporting youth services, a more broadly based governance arrangement would better support a comprehensive set of youth programs and activities. A broader remit could also assist in attracting new funding.

EKYSN governance should include mechanisms for input from remote Aboriginal community members, and in particular youth. For example, this input may be gained through youth forums held in individual communities, or a broader youth leadership group that represents and provides input on behalf of youth in the region.

Strengthened and well defined governance arrangements will enable better measurement, monitoring and reporting of EKYSN outcomes, along with alignment of EKYSN activities to community needs.

#### ***Program infrastructure***

Significant investments have been made by the EKYSN in the development of youth infrastructure in communities. Whilst there are some communities that may require further investment, many youth workers were complementary about the available infrastructure.

To further invest in youth program infrastructure, opportunities should be explored to seek additional operational resources, such as sporting equipment and craft supplies, through business and other non-government organisations. For example, sporting stores may be happy to provide a once-off donation of sporting goods to communities, or professional companies may be happy to sponsor youth events such as a camp or football competition in the community. There may be an opportunity for hub coordinators to facilitate this within their shires or for the region.

### ***EKYSN service implementation***

The majority of youth workers in communities are currently delivering programs at a population-wide level. There is an opportunity for these programs to be further developed to target youth at risk in that community, for example, through planning activities for particular age groups and genders and having regard for the risk factors associated with anti-social behaviour. Hub coordinators have an important role to play in encouraging and supporting youth workers to further develop and target their programs, along with sharing good practice and supporting evaluation and monitoring.

In many remote East Kimberley communities youth services were the only activities being provided outside of school. Due to a number of contextual factors in remote communities such as high rates of domestic violence (described in Chapter 2), there is a limited extent to which youth workers can enable significant change within a community without broader collaboration and leadership from other service providers and community leaders.

Whilst there may be a need for case management services to be provided to youth in some communities, particularly for those who have engaged with the justice system, youth workers have a limited capacity to provide these services — especially where there are no other activities for youth provided outside of school hours. Although case management activity may continue to be a key activity for youth workers, there needs to be realistic expectations about the extent to which youth workers can influence behaviour. For example, the capacity of a youth worker to case manage at risk youth may be limited by his or her skills and experience in this area, and the extent to which other supports are available in the community. Ideally there should be shared responsibility among relevant service providers for at risk youth that takes account of the capacity, skills and experience of youth workers.

The mix of services provided by youth workers in a community should not only align with the objectives of funders, but the needs and wants of the community. For example, a community may see a strong need for weekend camps to be provided for boys aged 14-16, rather than one-on-one case management of youth offenders. This need may be the opposite in communities where there has been a recent spike of youth offending in the community.

Strategies for managing youth worker absences should be the responsibility of the EKYSN and the hub coordinators where this is likely to impact communities. As for retention issues, solutions could include providing sufficient personal incentives similar to that provided in the education sector to be able to compete for and retain quality resources. These strategies include the provision of additional annual leave and travel allowances, one-on-one mentoring, and regular outreach visits from a senior worker (Courage Partners 2012). Strategies can also include salary-based incentives, such as wage increases or bonuses for years of tenure.

A further opportunity for the EKYSN is to build employment and training opportunities for Indigenous trainee youth workers. Expansion of the trainee program to all communities could be implemented across the EKYSN to provide workforce development opportunities and an additional community resource. Trainees should also be encouraged and enabled to attend professional development attended by youth workers and events such as the youth worker forum. This approach is also consistent with ‘closing the gap’ goals related to increased opportunity for economic participation.

Induction manuals should be finalised and maintained to provide community specific information to new youth workers. Support and mentoring should also be provided by Hub Coordinators to support new youth workers in establishing relationships within communities. This has been shown by the literature to improve remote worker retention (Lonne and Cheers 2004). This may include introduction of youth workers to service providers in the community and ideas on previously successful programs.

Training opportunities provided to youth workers has been a key achievement of the EKYSN. Specifically, the youth worker forum should continue to be provided on an annual basis. Efforts should also be made to ensure that relief can be provided to those youth workers in the most remote locations to enable them to attend training. This may be through the pool of youth workers described above, or by building the capacity of Indigenous trainees to run basic activities whilst the youth worker is away.

Other strategies identified by the literature as promoting retention in remote communities include:

- *flexible employment strategies* — such as contracts that meet individual needs and that specify increased time out of the community;
- *housing subsidy* — leasing houses to employees at a reduced rate, where housing is available; and
- *training pipeline* — develop relationships between regional training centres/ TAFEs/universities to attract staff.

These improvements will have an impact on the retention of youth workers in communities by more clearly defining the role of youth workers and their contribution, increasing support, providing relief and further developing youth worker expertise to deal with challenging situations.

### ***Performance monitoring and reporting***

The definition of key outcomes and reporting requirements that is consistent across all EKYSN service providers, particularly youth workers, is desirable to improve the ability of the EKYSN to monitor improvements and outcomes. In doing so, there is a role for hub coordinators in collating and reporting upon regional level outcomes.

Whilst service provider self-assessment may continue to be a feature of performance reporting, the robustness of reporting needs to be strengthened. For example, guidance should be provided to service providers about how they should rate themselves against each indicator by defining and differentiating a rating one versus a rating four.

As identified previously, a Memorandum of Understanding could be established at a local level to allow greater sharing of data between local service providers (e.g. police and health) and enable services to continue to meet the changing needs of the community. Hub coordinators may also take on a role in promoting these data-sharing relationships within communities, as well as at the shire and regional level.

## **4.2 Achievement of aims and objectives**

### ***Awareness of EKYSN aims and objectives***

For the EKYSN to be a dynamic and effective component of the overall investment in youth services in the region there should be clarity about its aims and objectives and an action plan that both draws from the needs of the existing youth services and establishes the wider connections to related service provider and government forums.

Ensuring a visible and dedicated Kununurra coordinator position is central to the EKYSN achieving its defined aims and objectives, particularly in the coordination of youth services within the region and support of youth workers. Further, the sharing of information, supports and resources between the Kununurra and Halls Creek coordinators is another key area of focus in ensuring the EKYSN can achieve its aims and objectives at a regional level.

The regional focus of the EKYSN and links to government, non-government and industry organisations through the governance structure at a shire and regional level should also facilitate shire coordinator efforts to ensure that the action plan adequately reflects the supports required for youth services in the region. This is an important enabler for youth workers in meeting the program and reporting requirements of their respective funders.

### ***Community involvement in program design and delivery***

Service providers and youth workers acknowledge the importance of community ownership of programs and activities. In the delivery of programs there are a range of methods that are being used to ensure young people are engaged in the design of the program and that parents and the broader community are supportive.

There are a number of approaches used by service providers and youth workers to engage young people and the broader community. This includes consultation with young people, the appointment of young Indigenous staff, and regular public celebrations of young people and their contributions and achievements.

There remain significant barriers to engaging parents and the community in support of programs and activities. The most significant barrier to parental engagement is the entrenched disadvantage present in communities, manifesting in a range of issues that include drug and alcohol use, parental capacity, family and community conflict and a devaluing of education. Consultation with respected elders and community members was commonly cited as the best way to engage communities and encourage their support.

The absence of an Indigenous advisory committee or reference group was considered to undermine EKYSN wide efforts to engage communities in the planning, development and delivery of youth programs.

### ***Partnerships and collaborations***

The evaluation identified that there had been an increase in coordination and collaboration between service providers attributable to the EKYSN, however there is still room for improvement.

Multiple policy objectives, funding streams, reporting requirements and service providers presented challenges for the EKYSN in the effective coordination of services in the region.

When appointed, the Kununurra hub coordinator position will provide leadership of the EKYSN, work collaboratively with the newly appointed Halls Creek Hub Coordinator, and further increase coordination and collaboration across the region. EKYSN coordinators have an important role to play in establishing partnerships and identifying further opportunities for collaboration between providers in the future — particularly at the regional and shire levels.

Most communities run inter-agency meetings to enable information sharing and coordination weekly, fortnightly or monthly. Larger inter-agency meetings are also held in Kununurra (East Kimberley Youth Provider Network) and Halls Creek (Building Better Connections). At present, if these meetings are operating effectively, their frequency would be adequate, especially in balancing the demands on youth worker time with the sharing of information on youth at risk.

Currently, there are no significant overlaps that exist in relation to justice services provided in communities. In fact, the evaluation identified instances where youth workers in particular were operating at capacity, and could use additional resources. Additionally, the East Kimberley Youth Justice Services also identified that they were operating at capacity.

Relationships between East Kimberley Youth Justice Services, the Kimberley Mental Health and Drug Service and youth workers in a number of communities were highly valued. Youth workers provided a conduit to establishing relationships with at risk youth for both of these services.

### **4.3 Impact on justice, health and wellbeing outcomes**

#### ***Characteristics of and targeting young people at risk***

Many youth workers had recently been recruited to communities and are in the early stages of establishing and developing their programs. As such, activities and programs are more broadly based and generally with high numbers of youth participating in activities such as after school football.

There is a role for coordinators of the EKYSN in supporting youth workers to further develop their programs to design effective activities / diversionary programs tailored to meet the needs of a smaller cohort of youth who may be exhibiting problem behaviours and those who have already offended.

However, appropriate youth worker capacity and a number of building blocks in the community need to be in place to support this. These building blocks include relationships and support from other service providers within the community (e.g. the school and police), established relationships and input from community leaders and key physical resources and infrastructure.

Further, there is demand within communities for generalist youth programs and activities to be provided, such as football and basketball competitions. For communities where there are no or limited activities for youth other than those provided by the youth worker(s), outside of school, it can be difficult for a youth worker to provide more specialist programs. To build this capacity, youth workers must continue to build relationships with key community members and other service providers — including identifying opportunities to provide joint programs or share resources.

In overcoming challenges associated with engaging older youth in activities, input and participation from community elders, along with providing leadership opportunities for youth have potential to increase this engagement. Activities identified in other communities that have been successful in engaging older youth have included weekend camps aimed at 17 and 18 year old males (also see Section 3.5).

#### ***Youth attendance***

Recording of attendance rates is variable across the EKYSN, inhibiting robust network wide analysis and learning. Where programs were more targeted, systematic and reliable recording of attendance was possible.

Notwithstanding these limitations, an analysis of current attendance rate data — principally the self-audit reports — coupled with discussion with youth workers and service providers across each of the communities, shows that there is considerable participation in youth programs and activities.

Across the EKYSN there is recognition of the need to record engagement and participation of young people in programs. There are a range of methods currently being utilised, informed by local needs and available resources.

There is a higher degree of planning needed to ensure attendance at youth programs for teenagers and older adolescents.

### ***Justice, health and wellbeing outcomes***

During fieldwork for the evaluation, many of the youth workers interviewed had only recently assumed their positions and were therefore still in the process of establishing their services. Key achievements of the EKYSN have included establishing services in many communities in which there was previously none, building a connection and referral point for other services and running services in most EKYSN communities at times of most need.

Anecdotal examples of improvements and achievements within communities were identified, including reductions in boredom particularly when programs were run over the school holidays, increased school attendance and positive behavioural change. However, the extent to which these improvements are likely to be seen in the data presented at this early stage — particularly given breaks in youth service delivery — will be limited.

Whilst data on youth justice orders, detention centre admissions and juvenile justice team referrals indicates trends by community, further local analysis is required to understand the reasons for changes in this data at the community level. For example, youth workers may collaborate with local police to review data on a quarterly basis, and hence being able to report on whether new programs or specific events within the community have had positive or negative effects on youth engagement with the justice system. Such data-sharing relationships could be established through MoUs with community service providers. Further, access to and review of this data may benefit the youth worker in the design, targeting and implementation of programs.

Contributions relating to preventing and reducing volatile substance use (VSU) and improving health and wellbeing outcomes were anecdotal and identified reduced boredom and increased school attendance in some communities.

The proposed data collection and monitoring in Chapter 6 addresses the wider set of risk factors for engaging in VSU and offending, as identified in the literature, that are relevant to a more holistic approach to prevention and early intervention. The current focus on ‘boredom’ may be a reflection of the limited capacity in some communities to provide a more comprehensive youth program.



# Part 2

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## *Future directions*

## *Chapter 5*

# Framework for service delivery

### **5.1 Purpose of the framework**

The evaluation identifies a number of areas within the current model where there are opportunities to increase its effectiveness and contribution to defined outcomes, including:

- continuing to develop youth services in remote communities;
- strengthened governance and management arrangements;
- streamlined funding; and
- consistent reporting across the EKYSN.

The EKYSN operates across a large number of sites that vary in their physical, social and institutional/structural characteristics. The resources and services provided through the EKYSN vary across sites, as do the skills and experience of the youth workers employed to deliver these services. These variations in program delivery models will have an impact on the outcomes achieved. Additionally, variation in program site characteristics will also have a bearing on the way the EKYSN operates and its capacity to achieve desired outcomes.

As such, the framework takes a bottom-up approach to the further development of the EKYSN — based on good practice and the identification of individual community needs. Further, the framework acknowledges that while youth services may be delivered in all EKYSN communities, the context in which they are delivered will vary based on the:

- youth issues identified in each community;
- range of other service providers delivering programs in that community (youth and non-youth based); and
- resources and infrastructure available to the youth worker.

### **5.2 Continued development of youth services**

Most EKYSN youth services are in the early stages of development, primarily due to staff turnover. Youth programs and activities also vary depending on what other services are provided in the community. It is therefore important to acknowledge that youth services provided in any given community may be at different stages of maturity.

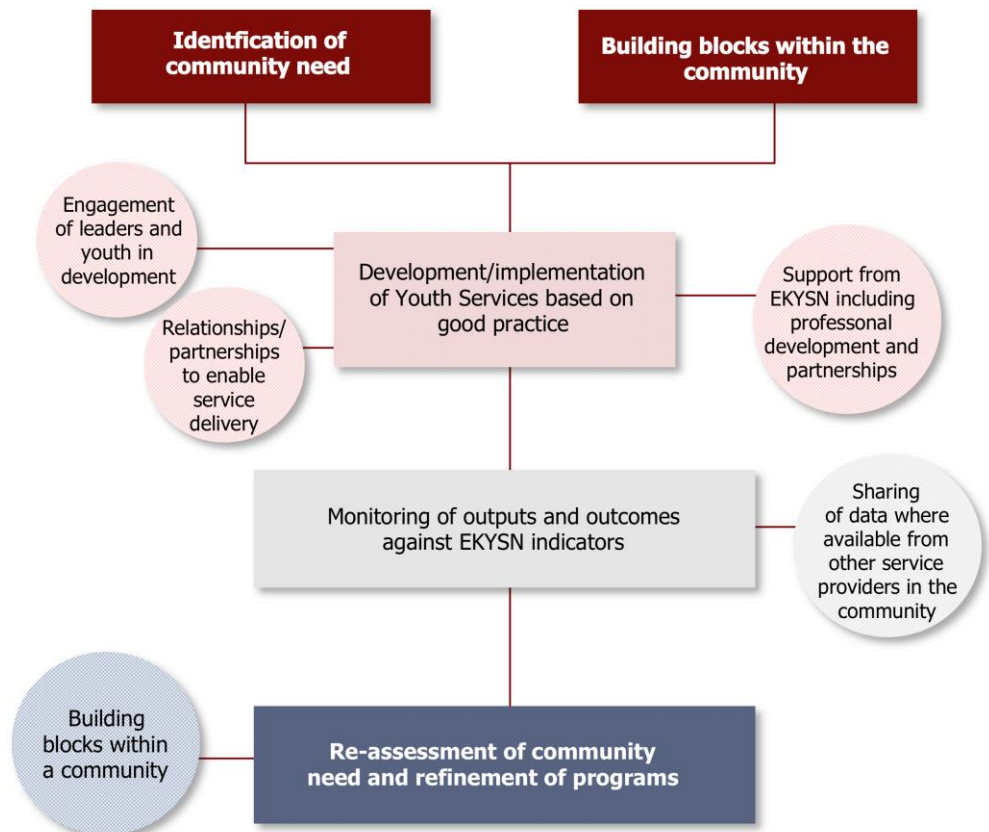
Services may mature over time, with general activities and programs being provided initially, incorporating more targeted approaches as capacity is built and stronger relationships are established with the community and other service providers.

### 5.3 Framework for continued service development and delivery

Figure 5.1 outlines key features for continued service development and delivery, based on good practice guidelines presented in Chapter 2. The aim of the framework is to guide program maturity for community based youth services.

Figure 5.1

FRAMEWORK FOR SERVICE DEVELOPMENT AND DELIVERY



Source: The Allen Consulting Group 2013.

Each element of the framework is explained below.

- *Identification of community need* — youth services provided within a community should be based upon the needs of a community. This is important in order to encourage community and youth buy-in to programs, which is identified in the literature as a critical component in Indigenous service delivery. Further, these needs will vary between EKYSN communities.

- *Building blocks within the community* — these building blocks relate to key features of good practice service delivery and the targeting of youth programs. Identification of the building blocks within each community enables assessment of youth at risk in communities along with the resources and infrastructure available to deliver services. Without certain building blocks in place, the success of youth programs may be affected. For example, without having collaborative relationships in place with other service providers within the community, or targeting programs to address a certain issue that is not seen as significant in the community. Further, assessment of ‘where the community is at’ in relation to the building blocks provides a basis for the measurement of change and a structure from which to re-assess community need and refine service delivery.
- *Development/implementation of youth services based on good practice* — once community need and a review of the building blocks has been undertaken, youth services can be developed and implemented within a community. Key elements of this process include engagement and input from community leaders and youth, as well as establishing and building relationships with other key service providers within the community. For example, this may include collaboration with the health centre to design and deliver an activity that addresses a key health issue for young people identified by community leaders.
  - In this development process, it is important to note that youth workers are only one part of the service system within a community and have limited capacity. Where possible programs and activities should draw upon other EKYSN providers, such as partnering with East Kimberley Youth Justice Services to provide more targeted services. Further, programs and activities should aim to share resources with other providers where possible and capitalise on existing resources and expertise within a community. A wider range of community resources could be captured by the EKYSN to facilitate sharing and optimise use of available program supports.
  - Youth workers should draw on shared knowledge and resources available within the EKYSN, including support from their hub coordinator where required. Support provided from the hub coordinator should include establishing and building relationships with community service providers.

- *Monitoring of outputs and outcomes against EKYSN indicators* — the monitoring of outputs and outcomes of activities is an important element of youth services, ensuring that broader EKYSN outcomes are achieved and services within the community are addressing the issues identified and meeting community needs. Monitoring should occur both qualitatively (which may include verbal feedback and observation) and quantitatively. Service provider relationships form a key part of this monitoring. For example, a relationship may be established with the local police to share information and incident data with youth workers. Access to this incident data allows youth workers to not only pick up trends within the data or the impact of events within a community, but also to monitor the impact of programs or activities. Such data sharing arrangements may be established through MoUs with individual agencies. Hub coordinators in each shire should lead development of these relationships in each community and the development of MoUs. For example, these arrangements are being put in place in Halls Creek with the East Kimberley Youth Justice Services, the Police in a number of communities and the Magistrate. This data can then be shared with youth workers, as well as being reported at a network level by the hub coordinator.
- *Re-assessment of community need and refinement of programs* — the monitoring of outputs and outcomes should allow for the re-assessment of community need in particular areas (e.g. identifying whether alcohol is still a key issue among youth in the community) based on what has been achieved and against other contextual factors within the community. In re-assessing community need, the input of community leaders and youth is critical.

#### **5.4 Developing a community risk profile for the delivery of youth services**

Developing a community risk profile for the delivery of youth services in each community builds upon the building blocks described above. The purpose of this profile is to help determine what youth programs and activities can be feasibly and successfully delivered, given the current context of that community.

This profile focuses on determining community-level risk, as opposed to individual risk, as most EKYSN youth services are currently only delivering group activities. In many cases, programs and activities are being delivered to large groups of youth.

As services develop and mature, such a profile may be introduced. To do so, youth workers need to be working with smaller groups of youth, such as through case management or delivery of targeted programs.

A description of community building blocks is provided in Table 5.1, along with examples of how each building block may be assessed by youth workers. Building blocks identify the key elements needed for the delivery of services, and key factors for consideration in the targeting of services.

Table 5.1

## COMMUNITY BUILDING BLOCKS AND EXAMPLES

Building block goal	Description	Example target
<b>Delivery of services</b>		
<b>Establish youth and community relationships</b>	<p>What skills would community leaders like to build among youth in the community?</p> <p>What programs/activities interest youth in the community?</p>	<ul style="list-style-type: none"> <li>Identified key community leaders from all family groups</li> <li>Input from community leaders about key youth issues</li> <li>Input from youth into programs and activities</li> <li>Identified community members who may be happy to support service delivery (e.g. delivering an activity on bush food)</li> <li>Relationships are well developed and ongoing</li> <li>Establishment of a youth leadership group</li> </ul>
<b>Service providers operating within the community</b>	<p>What service providers operate within the community? (e.g. police, health, school, juvenile justice team, child protection)</p> <p>Which providers may be able to support service delivery?</p>	<ul style="list-style-type: none"> <li>Mapped current service provision in the community to identify gaps and overlaps (if any)</li> <li>Identification of providers who could support and work with youth services</li> </ul>
<b>Relationships and partnerships established with local service providers</b>	<p>Establishing and building upon relationships with key service providers.</p> <p>What would other service providers like to see provided?</p> <p>What are the key gaps in programs for youth?</p> <p>Identification of referral pathways and MoU opportunities</p>	<ul style="list-style-type: none"> <li>Established relationship with school</li> <li>Collaborative programs being provided with the school</li> <li>Collaboration with police to monitor high risk youth in the community</li> </ul>
<b>Youth program resources and infrastructure</b>	<p>What resources are available for youth program delivery?</p> <p>Are there resources that could be shared between service providers, communities and across the region?</p> <p>What opportunities exist to expand resources and infrastructure?</p>	<ul style="list-style-type: none"> <li>What resources are available for youth program delivery?</li> <li>Resource sharing occurring between communities in the area</li> <li>Identification of other philanthropic opportunities for accessing resources and infrastructure</li> </ul>
<b>Targeting of services</b>		
<b>School attendance</b>	Is school attendance an issue for youth in the community?	<ul style="list-style-type: none"> <li>Improvement in secondary school attendance</li> <li>Identification of youth/age groups for whom attendance is an issue</li> </ul>
<b>Family relationships</b>	Are family relationships positive?	<ul style="list-style-type: none"> <li>Parental involvement in youth activities</li> </ul>
<b>Youth engagement with police/justice system</b>	<p>Is youth offending an issue within the community?</p> <p>What are the causes of offending within the community?</p> <p>What are the strategies currently in place to address offending?</p>	<ul style="list-style-type: none"> <li>Input from police about key issues and current strategies</li> <li>Develop program in collaboration with police</li> <li>Share information with police about youth offending incidents</li> </ul>
<b>Presence of alcohol/drugs/VSU issues</b>	<p>Is alcohol/drug use an issue within the community?</p> <p>Is VSU an issue within the community?</p> <p>What are the strategies currently in place to address alcohol/drugs/VSU?</p>	<ul style="list-style-type: none"> <li>Incidents relating to youth use of alcohol and drugs in the community</li> <li>Incidents relating to VSU in the community</li> <li>Input from the community/youth view</li> <li>Input from health service providers</li> </ul>

Building block goal	Description	Example target
<b>Other risky youth behaviour or issues impacting youth</b>	Involvement in risky behaviour Involvement in pro-social activity Associations with delinquent peers Are youth on the street late at night?	<ul style="list-style-type: none"> <li>Targeted activities for youth engaged in risky behaviours</li> <li>Encourage youth involvement in pro-social activities (e.g. sport and school attendance)</li> </ul>
<b>Youth boredom</b>	Is boredom an issue for youth in the community? When are youth most bored?	<ul style="list-style-type: none"> <li>Youth and community leader input</li> <li>Delivery of activities at times of most need</li> </ul>
<b>Other activities already available in the community</b>	What other services are being provided? Reducing overlap, filling gaps For example, football team or other sporting programs	<ul style="list-style-type: none"> <li>Identify services to build upon and/or collaborate with</li> <li>Identify services not provided that meet community needs</li> </ul>

Source: The Allen Consulting Group 2013.

Chapter 6 includes a tool which youth workers can use to develop a community risk profile based on these building blocks.

## 5.5 Management of the EKYSN

### *Governance of the EKYSN*

Governance arrangements of the EKYSN should be more clearly defined and incorporate further engagement from local Indigenous community members. The COAG Service Delivery Principles for programs and services for Indigenous people (2008) outline the Indigenous engagement principle — engagement should be central to the design and delivery of programs. The evaluation identified a fragmented approach to Indigenous community input into the operation and focus of the EKYSN, as well as the design and delivery of programs.

To strengthen Indigenous input to the operation and focus of the EKYSN, it is proposed that an advisory group be established, comprised of Indigenous community leaders and youth. This advisory group would provide strategic input and advice to EKVSUWG and hub coordinators.

As described in the previous chapter, Indigenous input to program design and delivery will also be strengthened at the local level through community building blocks.

### *Coordination of the EKYSN*

The evaluation identified that the EKYSN hub coordinator roles — regional youth service manager (Kununurra) and youth services coordinator (Halls Creek) — were critical to the effective operation of the EKYSN. In the future it is vital that both these positions exist and continue to be funded and filled.

The roles of hub coordinators should be more clearly defined to encourage the EKYSN to function as a whole and to provide more consistent support to remote youth workers. Consistent with stakeholder views, the role of the hub coordinators is to guide and support service provision not only in Kununurra and Halls Creek, but smaller surrounding remote communities, including Kalumburu, Wyndham, Warmun, Billiluna, Mulan, Balgo and Ringer Soak.

Guidance and support provided by managers/coordinators should include:

- ensuring that youth worker and trainee positions are filled in each EKYSN community;
- ensuring, to the extent possible, that skilled and experienced youth workers are employed in remote communities;
- sharing of good practice, information and resources between youth workers and communities;
- providing mentoring, professional advice and support to youth workers and trainees in communities;
- building relationships between youth workers and key service providers in each EKYSN community, which may include establishing MoUs to encourage the sharing of information and data between agencies;
- undertaking regular visits to communities aligned with each hub; and
- coordinate reporting on outputs and outcomes from youth programs and activities in aligned communities, collating this at the shire level and reporting on EKYSN-wide outcomes to the EKVSUWG.

During consultation, service providers and youth workers particularly highlighted the importance of coordinators visiting remote communities on a regular basis — and not relying solely on providing guidance and support over the phone/internet.

Further, the hub coordinators would be responsible for engaging with other related service providers, and convening the East Kimberley Youth Provider Network and Building Better Connections. This would also be facilitated through the membership of the EKYSN steering committee.

Lastly, the hub coordinators should hold responsibility for sharing information, resources and supports between the two hubs in Kununurra and Halls Creek — ensuring that regional objectives for youth services are met and region-wide trends are addressed.

### ***Strategic planning***

Each of the hub coordinators should finalise their shire-based youth strategies, and collate these to produce an East Kimberley Youth Strategy. This is a longer term action identified in the East Kimberley Volatile Substance Use Plan 2011-12. The purpose of collating the strategies developed by the two hubs is to identify where priorities can be achieved more efficiently through the sharing of resources, or region-wide action. Further, the East Kimberley Youth Strategy will include EKYSN-wide aims and objectives, along with defined outputs and outcomes for reporting purposes.



The strategy will also provide a structure for collaboration with other related services external to the EKYSN and include performance measures. Funding agreements for youth services and workers would reflect the strengthened priorities and include a core set of reporting, consistent with performance measures for the youth strategy.

Lastly, the plan should also align with relevant Australian Government and Western Australian Government policies, strategies and funding programs.

### ***Collaboration with other youth service providers***

At the EKYSN-wide level, Kununurra and Halls Creek hub coordinators will be responsible for continuing and strengthening communication and collaboration with other youth service providers, including Child Protection staff, East Kimberley Youth Justice Services, Garnduwa Amboorny Wirnan and others. Further, this should also include broader service providers: police in each community; health centres; and local magistrates.

The purpose of communication and collaboration with other related service providers is to:

- share information regarding events and trends within the region, along with good practice;
- encourage the sharing of resources and equipment where possible;
- ensure services are meeting the current and changing needs of communities;
- minimise the burden on communities and youth workers of multiple youth service providers delivering similar programs within similar timeframes, identify and address service gaps and overlaps within the region;
- where appropriate, allow the monitoring of youth at risk of engagement or further engagement with the justice system, or where a youth's health and wellbeing may be at risk; and
- enable the monitoring of program outputs and outcomes through the sharing of relevant data, for example youth offending data for individual communities.

As described previously, one of the most effective methods to enable the sharing of information between service providers may be the establishment of MoUs — particularly in relation to the sharing of information on at risk individuals.

### ***Youth worker skills, training and development***

The skills and experience of youth workers responsible for program implementation is an important factor in ensuring consistent implementation and achieving desired outcomes. Youth workers described the value of resources recently developed by the EKYSN including the Boab Book and community specific induction/handover documents that provide a source of guidance to youth workers and reference point for new youth workers (see Section 3.3).

Problems were identified in attracting suitable and experienced people to fill youth worker positions in some communities (see Section 3.3).

To ensure that youth workers have the skills and expertise necessary to deliver services within a remote context, induction arrangements should be strengthened. For example, this may be achieved through an intensive induction workshop held with new youth workers. It is critical that youth workers are adequately prepared for remote community work, particularly if they have not done similar work before. A more intensive approach to induction to adequately prepare youth workers has the potential to impact upon retention, as identified by Lonne and Cheers (2000 and 2004). This more intensive training should build upon information included in the Boab Book.

Based on the complexity and challenges faced by youth workers in communities, the EKYSN may look to implement core competencies and/or experience for youth workers employed. This approach should continue to be accompanied by regular professional development undertaken in key areas, such as: volatile substance use; youth suicide; and domestic violence.

Regional professional development opportunities should be maintained, such as the youth worker forums held in 2011 and 2012. Indigenous trainees should also be encouraged to attend such professional development opportunities in the future, with the forum program structure to support this development.

### ***Supporting youth workers***

The challenges of working in remote Indigenous communities include staff being unable to have ‘downtime’ after work hours (see Section 3.3). In addition to the professional supports to be provided by the coordinator and support coordinator (detailed previously), the evaluation identified that a pool of relief youth workers has the potential to provide youth workers with time away from community when they needed to take a break, as well as being able to fill short term gaps in service delivery and provide additional support to workers when required.

### ***Supporting Indigenous trainees***

The hub coordinators should lead development of structured arrangements for Indigenous trainees employed as part of EKYSN service delivery in communities. These arrangements could involve structured skills development and career pathways in conjunction with employer organisations in the communities. The evaluation identified no current formal structures for Indigenous trainees — including no defined training pathway or definition of role.

The importance of employing local Indigenous trainees has been highlighted by the evaluation in building capacity within communities and ensuring the longer term sustainability of youth service provision in the EKYSN, as well as potentially providing back fill to youth workers when they are on leave.

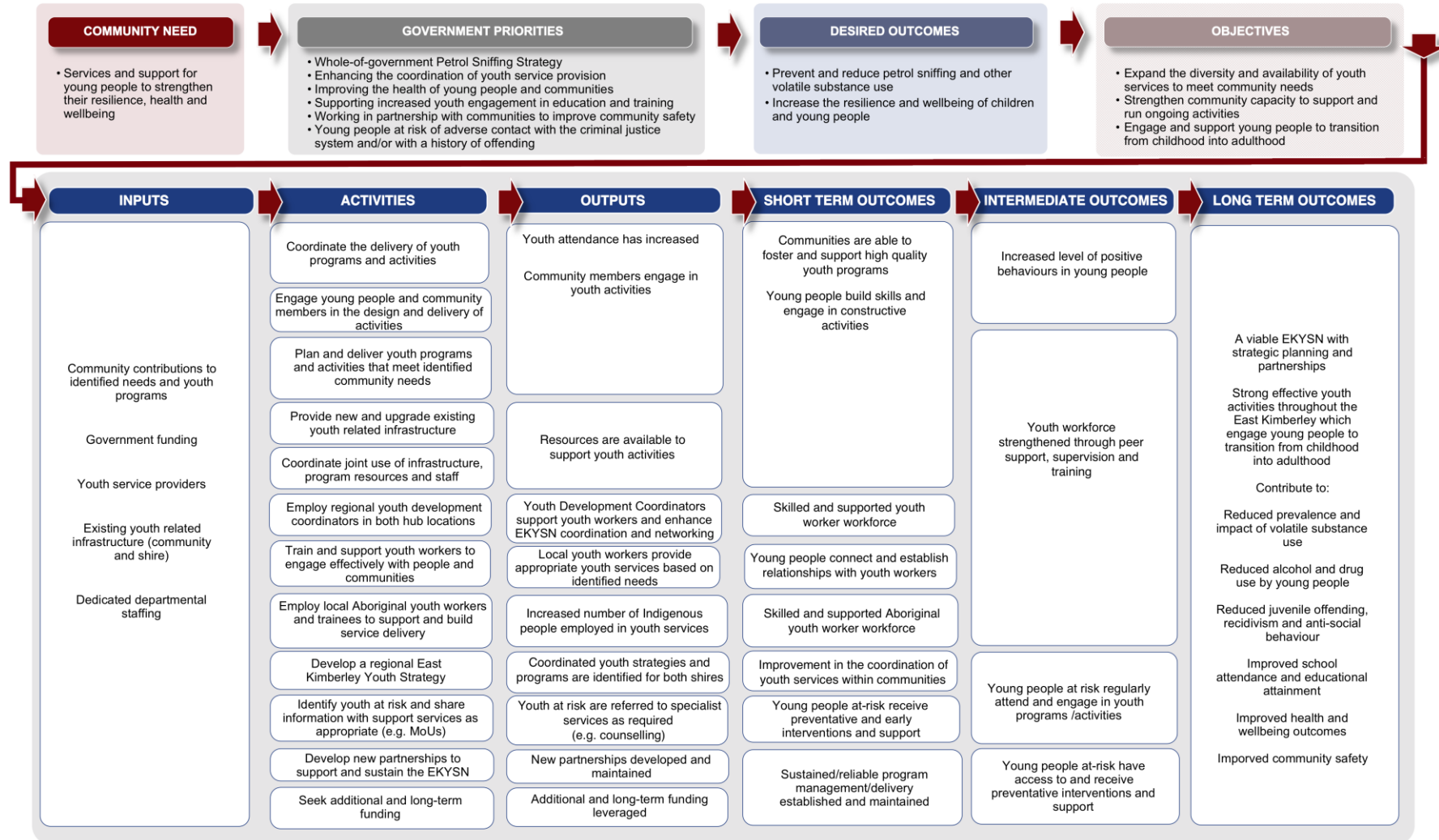
Arrangements for trainees may include a structured training program, which includes external assessment and results in a formal qualification, such as a Certificate III or IV in youth work. An alternative option may include a more informal approach to training against key modules, with no external assessment, resulting in recognition of prior learning.

## 5.6 Program logic

A program logic describes a sequence of related events in a way that connects planned activities with intended results. In doing so, a logic model makes explicit the set of assumptions that underpin a program.

The EKYSN program logic detailed in Figure 5.2 describes the major activities that are undertaken by the EKYSN (based on the East Kimberley Volatile Substance Use Plan 2011-12), linking inputs and activities to anticipated outputs and intermediate and longer-term outcomes. The program logic also articulates community need linked to government priorities, high-level desired outcomes and EKYSN objectives.

Figure 5.2  
EKYSN PROGRAM LOGIC



Source: The Allen Consulting Group 2013, developed in consultation with FaHCSIA and AGD.

The activities, outputs and outcomes detailed in the program logic can then be broken down to describe the logic of individual programs and activities delivered in each community. This can be done at either a group (e.g. weekend camp or sporting activity) or individual level (e.g. case management or one-on-one mentoring), depending on the focus of the program or activity.

Examples of group and individual program logic models are provided in Table 5.2. Group and individual level program logic models would be developed based on the programs and activities delivered by youth workers in each community — whilst aligning with the activities, outputs and outcomes identified in Figure 5.2.

Table 5.2

## GROUP AND INDIVIDUAL LEVEL PROGRAM LOGIC EXAMPLES

Needs	Inputs	Activities	Outputs/short term outcomes	Outcomes
<b>Group level</b>				
Young people are arrested for offending related to petrol sniffing	Desirable sporting or recreational activities available to people who agree to cease petrol sniffing	Sporting and recreational activities in and out of school hours	Young people at risk spend their spare time in productive activities and in the company of non-delinquent peers	Reduced prevalence and impact of VSU Reduced anti-social behaviour and offending
<b>Individual level</b>				
Young person is arrested for offending related to petrol sniffing	Assessment at court and diversion of appropriate cases	Counselling with engagement of family members	Young person is responsive to social controls through family	Reduced prevalence and impact of VSU Reduced anti-social behaviour and offending

Source: The Allen Consulting Group 2013.

The high level program logic provided in Figure 5.2 can be adapted to provide a logic map at shire and community levels. The program logic should assist in confirming agreement of partners and other stakeholders about the objectives of the youth program and how the activities under the program will contribute to agreed outcomes in the short and long term. The program logic should be revisited to both reinforce program directions and reflect the evolving evidence base for effective interventions.

The program logic provides the platform for interpreting, for example, the community risk tool described in Chapter 6 and the design of activities to achieve targets for improved service delivery and community/youth outcomes.

## Chapter 6

# Monitoring and evaluation

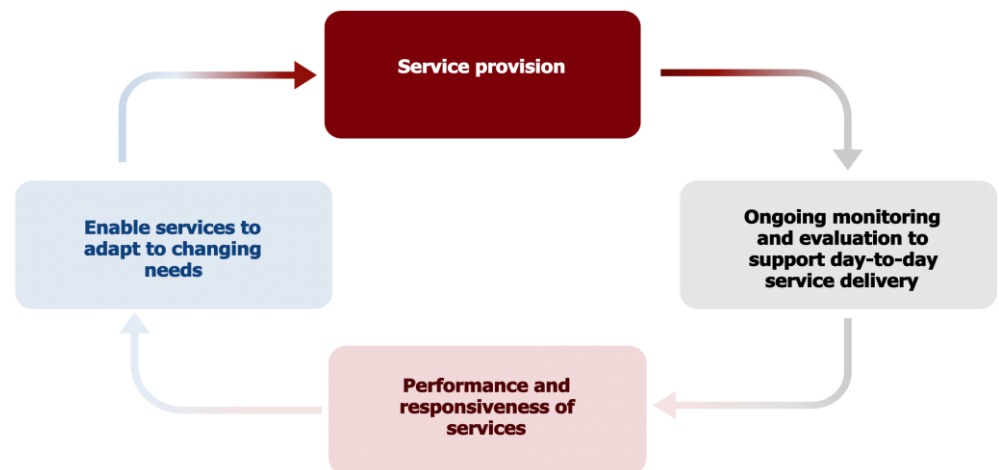
### 6.1 Ongoing monitoring and evaluation

The ongoing monitoring and evaluation of EKYSN related youth services is a key support for service providers in the provision of youth services that respond to the needs of children and young people in the region.

The value of performance measurement is in both monitoring progress towards achievement of agreed outcomes and in providing feedback on effective design and implementation of interventions. This continuous cycle of monitoring, review and refinement is illustrated in Figure 6.1.

Figure 6.1

#### PERFORMANCE EVALUATION AND SERVICE ENHANCEMENT



Source: The Allen Consulting Group 2013.

### 6.2 Performance measurement

Consistent with the importance of evaluating interventions to determine progress towards outcomes, a performance tool for use by EKYSN providers is envisaged (FaHCSIA RFQ 2012):

to monitor the effectiveness and appropriateness of the youth prevention and diversion services in achieving better justice outcomes and reducing substance misuse. The performance tool will assist service providers to collect relevant information and data, which will be used to inform future government policies and funding decisions. The performance tool [will be relevant to] young people at risk of adverse contact with the criminal justice system and [those] with a history of offending.

The performance tool will assess whether services are:

- reducing the likelihood of offending and substance use for young people at risk of contact with the criminal justice system;
- reducing recidivism for young people with a history of offending;
- attracting and retaining young people more at risk of offending, re-offending and substance use; and
- having a positive impact on community safety outcomes.

A performance tool is proposed that comprises the following elements:

- a framework for monitoring and evaluation that is relevant to program outcomes and indicators;
- guidance within the framework on the data to be collected and what will be collected at the regional/shire level by youth services coordinators and the participant level data to be collected by community youth workers;
- a description of the capture and transfer points for information and the responsibilities of stakeholders in that process; and
- additional tools for community youth workers that will facilitate interagency and community consultation, collaboration and targeting of youth programs (community risk tool) and assessment of individual risk of youth program participants (individual risk tool). These tools will strengthen service appropriateness and effectiveness and contribute to data collection (both quantitative and qualitative) to inform overall program outcomes.

Data collection challenges in remote communities are significant and include the transient nature of families and young people as they move between remote communities, the impact of young people participating in cultural traditions, the high level of family dysfunction in many communities potentially affecting the engagement of young persons, and staff turnover in both youth services and among other service provider agencies. It is also important to strike a balance in the amount of information collected so that collection is not unduly burdensome and that the benefit to program development and effectiveness is clear.

The shire youth services coordinators can support monitoring and evaluation efforts through such initiatives as facilitating data collection through ongoing formal and informal arrangements with government agencies, the establishment of a common data set and regular dissemination of data in a form that is accessible to youth workers.

### **6.3 Evaluation framework**

Monitoring and evaluation should be undertaken within the framework of indicators or measures that are markers of success in achieving outcomes. A set of quantitative and qualitative information (data points) should be identified that will gauge performance on indicators. This should include existing data sources (such as routine police information — quantitative data) and new sources (such as feedback to youth workers from program participants — qualitative data).

The following suggested broad outcomes for youth services associated with the EKYSN reflect the specific requirements of current funders and the wider policy context for youth services in the region. These outcomes are consistent with the indicative program logic described for the EKYSN at a regional level (see Chapter 5).

- Young people learning skills through participation in youth programs.
- Reduced prevalence and impact of volatile substance use (VSU).
- Reduced juvenile crime and anti-social behaviour.
- Improved health and life outcomes.
- Positive impact on community safety outcomes.

A set of indicators for each of the EKYSN related service outcomes is provided in Table 1.1 together with data points and sources. It should be noted that outcomes and indicators are aspirational and may be difficult to fully achieve. It will be necessary to be pragmatic about the type of data that can be collected and from where the information will be sourced. This decision will be based on an assessment of readily available information and prioritising of any new data to overcome data gaps. To that extent, the robustness of the evaluation framework should build over time with increased capability (including skills, partnerships and coordination) and service continuity.

The framework includes suggestions for ways in which information can be collected. At the shire youth services coordinator level, a key role is in development of a strategic plan to assist in building the evidence for priority action and to identify stakeholders at regional, shire and community levels. The coordinator is also well placed to manage the process of partnering with key agency sources of data and identifying material publicly accessible.

It is also suggested that core data about programs, program participation, feedback and consultation outcomes be collected routinely by youth workers and entered into, for example, an excel template. The template should be set up for all youth workers with agreed fields that will serve the purpose of both enabling program management, the tracking of the development of young people referred or highlighted as requiring a greater level of support, as well as aligning to reporting requirements. It should be possible to extract information from the spread sheet to meet these requirements.

Analysis of data against these indicators should occur on an annual basis to reduce the burden of data collection and reporting and allow time for change to be measured. However, certain inputs to this larger data collection (such as attendance at youth activities) may be collected and monitored on a more regular basis.

It is important that the data collected through this annual process is fed back to lead youth workers in communities to inform individual community risk profiles and individual risk tools.



Table 6.1

## EVALUATION FRAMEWORK: DATA POINTS AND SOURCES FOR EVALUATION OF PROGRAM IMPACT

Indicators	Data points (including, but not limited to following)	Data sources – community level (collected by Hub Coordinator)	Data sources – program level (collected by lead youth worker)
<b>OUTCOME 1: young people learning skills through participation in youth programs</b>			
1.1. Proportion of youth-at-risk in communities serviced by the EKYSN participating in EKYSN activities.	Documented attendance of programs, by youth-at-risk Qualitative views from service providers Estimates of population of youth-at-risk		Number of program attendees Age of attendees Number of attendees who have participated in the program/activity for more than 4 weeks <i>Potential sources: Database of children and young people engaged with youth program developed and maintained by youth worker; activity participation records</i>
1.2. Proportions of youth-at-risk participating in EKYSN activities for at least 6, 12, 18, 24, 30 and 36 months.	Documented attendance for youth-at-risk and other youth of programs over time and across programs (6, 12, 18, 24, 30, 36 months, and across programs and locations)		Risk factors exhibited by attendees <i>Potential source: referrals from other agencies; individual risk factor tool</i> Program participation for cohort of young people deemed at higher risk <i>Potential source: Program attendance records for target cohort</i>
1.3. Youth-at-risk referred to EKYSN activities by third parties, and youth-at-risk referred to other services by EKYSN service providers.	Qualitative views from service providers	Partnership with East Kimberley Youth Justice Service Partnership with Department of Child Protection Partnership with local Police in each community <i>Potential sources: Process maturity rating of referral arrangements with key service providers; snapshot survey of service providers in the shire to gauge appropriateness of youth program referrals to other service providers and perception of suitability of youth programs for those youth referred</i>	Number of referrals received from other agencies Number of referrals to other agencies <i>Potential sources: Database of children and young people engaged with youth program that records referrals</i> Number of collaborations with other agencies to monitor youth at risk <i>Potential source: Description of collective (eg community level interagency group) and discrete collaborations; database of program participants</i> Risk factors exhibited by attendees
<b>OUTCOME 2: Reduced prevalence and impact of VSU</b>			
2.1. Sniffing rates for young	Documented attendance of	Kimberley Mental Health and Drug Service data	Change in risk factors exhibited by

Indicators	Data points (including, but not limited to following)	Data sources – community level (collected by Hub Coordinator)	Data sources – program level (collected by lead youth worker)
people at risk of contact with the criminal justice system who participate in EKYSN activities lower than for young people at risk of contact with the criminal justice system who do not participate in EKYSN activities.	programs by youth-at-risk of contact with the criminal justice system Reported incidents of petrol sniffing and other volatile substance use Qualitative views from service providers	<i>Potential source: Data obtained under shire or regional level agreement to assist in monitoring prevalence of VSU down to community level</i>	attendees <i>Potential source: Results collected on database of program participants of improved outcomes linked to early intervention (individual risk assessment tool) and referrals</i> Number of VSU incidents in communities <i>Potential sources: Qualitative feedback from collaborating agencies and community leaders; quantitative feedback from police about community incidents</i>
2.2. Offending rates for young people at risk of contact with the criminal justice system who participate in EKYSN activities lower than for young people at risk of contact with the criminal justice system who do not participate in EKYSN activities.	Documented attendance of programs by youth-at-risk of contact with the criminal justice system Offending rates for young people who participate in EKYSN activities Offending rates for the general population Qualitative views from service providers and the police	Partnership with local Police in each community Partnership with local Magistrates Partnership with East Kimberley Youth Justice Service (Juvenile Justice Team) <i>Potential sources: Description of arrangements in place to facilitate access to information about youth offending in communities; snapshot survey (at regional level and identifying shires) of police, judiciary and JJT perspectives on availability and perceived effectiveness of youth diversion programs offered through youth programs; aggregated community level information on rates of offending amongst program participants assessed against regional and shire level overall rates of youth offending</i>	Views of young people Views of youth workers View of community leaders <i>Potential sources: Outcome of consultation with young people and community about suitable youth programs to sustain interest of youth of a range of ages, maturity and levels of risky behaviour; history of offending recorded in database of young people engaged in youth program; community level data about overall rates of youth offending</i>

**OUTCOME 3: Reduced juvenile crime and antisocial behaviour**

3.1. Recidivism rates for young people with a history of offending who participate in EKYSN activities are lower than for youth with a history of offending who do not participate in EKYSN activities.	Documented attendance of programs by youth-at-risk of contact with the criminal justice system Recidivism rates for young people who participated in EKYSN activities over various periods of time (e.g. 6, 12, 18, 24, 30, 36 months) Recidivism rates for youth Qualitative views from service providers	Partnership with local Police in each community Partnership with local Magistrates Partnership with East Kimberley Youth Justice Service (Juvenile Justice Team) <i>Proposed sources: Description of arrangements in place to facilitate access to information about youth offending in communities; snapshot survey (at regional level and identifying shires) of police, judiciary and JJT perspectives on availability and perceived effectiveness of youth diversion programs offered through youth programs; aggregated community level information on rates of recidivism amongst program participants assessed against regional and shire level overall rates of youth recidivism</i>	Views of young people Views of youth workers View of community leaders <i>Proposed sources: Database of youth engaged in youth program and history of offending; community level data about youth recidivism; outcome of consultation with young people and community about suitable youth programs to sustain interest of youth of a range of ages, maturity and levels of risky behaviour; community level data about overall rates of youth recidivism</i>
3.2. Offending rates for young people decrease when EKYSN activities are offered.	Information about when EKYSN activities are offered Offending rates for young people	Partnership with local Police in each community Partnership with local Magistrates Partnership with East Kimberley Youth Justice Service (Juvenile Justice Team)	Views of young people Views of youth workers View of community leaders

Indicators	Data points (including, but not limited to following)	Data sources – community level (collected by Hub Coordinator)	Data sources – program level (collected by lead youth worker)
<b>OUTCOME 4: Improved health and life outcomes</b>			
4.1. Service providers consider that the support of the EKYSN has contributed to opportunities for capacity building in young people.	Qualitative views from service providers	View of hub coordinators Views of other service providers  <i>Proposed sources: Hub coordinators' reports on initiatives of the EKYSN and how they respond to assessed priority needs of communities; potential role for coordinators in surveying other service providers to obtain snapshot of perspectives on the impact of the EKYSN on improved opportunities for young people.</i>	Views of young people Views of youth workers View of community leaders  <i>Proposed source: Youth workers collate input from youth and community consultations and document youth worker's response. The report can be in a form suitable for feedback to community level interagency meetings as part of ongoing review of priorities and progress.</i>
4.2. Improved health and wellbeing indicators since commencement of the EKYSN	Health data for young people (quantitative and qualitative): <ul style="list-style-type: none"> <li>• levels of marijuana, tobacco, and alcohol us;</li> <li>• physical, mental, and sexual health; and</li> <li>• underage pregnancies.</li> </ul> Education attendance and attainment: <ul style="list-style-type: none"> <li>• school enrolment and attendance rates;</li> <li>• educational performance; and</li> <li>• educational attainment (completion rates for primary school, year 10, and year 12).</li> </ul> Further education and employment (quantitative, and qualitative if quantitative data is not available): <ul style="list-style-type: none"> <li>• participation in further education and training;</li> <li>• attainment in further education and training;</li> <li>• linkage to employment following educational attainment; and</li> <li>• levels of employment.</li> </ul>	Partnership with local health clinics in each community Partnership with local schools in each community  <i>Proposed sources: Hub coordinators to support quantitative data collection and dissemination through regional and shire level partnerships with breakdown of a common set of data to community level; youth workers to maintain ongoing dialogue with schools and health clinics including through interagency meetings to gather anecdotal information about matters affecting young people. Anecdotal information to be included in reporting on community status.</i>	Views of young people Views of youth workers View of community leaders

**OUTCOME: Positive impact on community safety outcomes**

Indicators	Data points (including, but not limited to following)	Data sources – community level (collected by Hub Coordinator)	Data sources – program level (collected by lead youth worker)
5.1. Service providers consider there have been impressions of improved community safety since EKYSN commenced operation.	Qualitative views from service providers on the following aspects — vandalism, violence, and, offending (including break-ins).	Views of local police <i>Proposed sources: Hub coordinators to gather, document and disseminate information relevant to communities at shire interagency meetings; youth workers to leverage from local interagency meetings and regular dialogue with local police with a view to informing community status and assessing impact of youth activities on improved safety outcomes.</i>	Views of young people Views of youth workers View of community leaders
5.2. Improved community safety justice statistics since commencement of EKYSN.	Justice data relating to vandalism, violence, and, offending (including break-ins).	Partnership with local Police in each community Partnership with local Magistrates	

Source: Allen Consulting Group 2012

## 6.4 Data sources

The evaluation framework indicates a role at shire and individual community levels in contributing data to monitor and evaluate youth services. The shire level outcomes can be further aggregated to provide a regional perspective on performance.

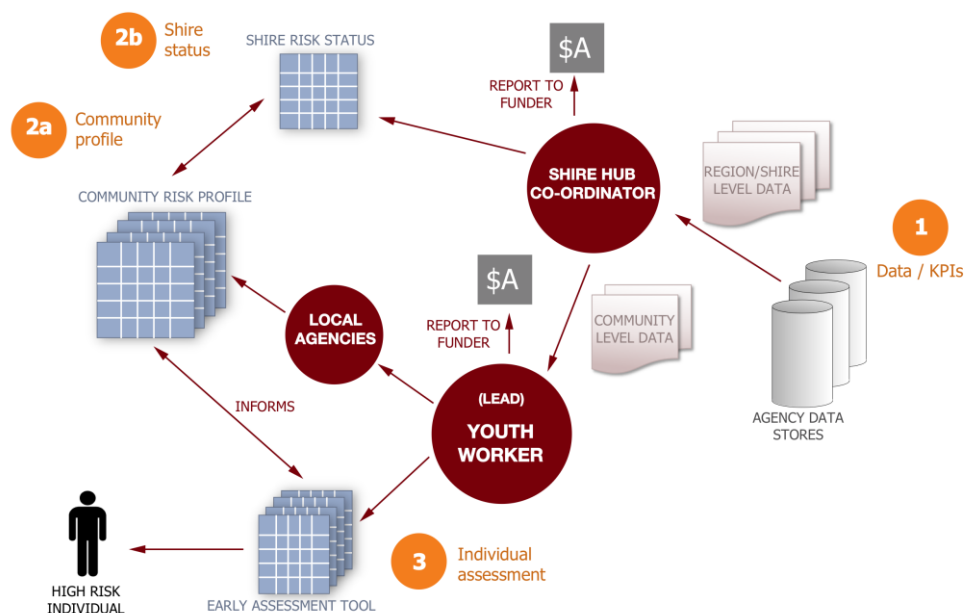
Consistent with the aims of the youth service hubs, it is proposed that the shire youth services coordinators have responsibility for establishing partnerships with key government agencies to facilitate access to relevant data at defined intervals. These data should be extracted from administrative databases augmented with anecdotal feedback provided in ongoing consultation. The quantitative and qualitative information will provide input to regional, shire and community level assessment of performance against indicators as set out in the evaluation framework and scoped by the data points.

Partnerships will be both formal and informal depending on the nature of the information transfer, the impact on other service providers and data protection and privacy provisions. While partnerships will provide a mechanism for ongoing dialogue that will build trust and facilitate timely and appropriate access to information for all parties, the development of more formal arrangements will be required to provide clarity about the roles, responsibilities and obligations of parties and mandate working arrangements. These formal collaborations could take the form of a memorandum of understanding or other heads of agreement such as an exchange of letters. It is important that these formal arrangements be place-based, recognising that one- approach-may-not-fit-all. Other informal collaborations can also be progressed through existing arrangements such as the meetings of the respective shire youth provider networks, regular contact with key agency staff in community health clinics, schools, police and the judiciary.

Given the breadth of information sources, the need to sustain working relationships and the desirability of a common data set for youth services in the region, it is proposed that the shire youth services coordinators collaborate on establishing and maintaining these partnerships to ensure timely access to appropriate data across the nine East Kimberley communities that make up the EKYSN. The proposed flow of information to support youth services monitoring and evaluation is outlined in Figure 6.2.

Figure 6.2

## DATA SOURCES AND FLOW OF INFORMATION



Source: The Allen Consulting Group 2013.

Guided by the evaluation framework and a common data set for the region, the following describes the flow of information at each data capture and transfer point or area shown in Figure 6.2.

#### Area 1 data

- East Kimberley data at regional, shire and community levels is sourced by the shire hub coordinators from a number of agencies (including Australian and state government agencies) in relation to youth outcomes. Key areas of data collection include the prevalence and nature of youth encounters with police and the justice system, the incidence of youth mental health problems, child protection substantiations, school attendance rates across all school years, prevalence of teenage pregnancies, indicators of youth health status including prevalence of drug and alcohol use and VSU, and levels of family violence.
- To enable data sharing on a regular basis, each shire hub coordinator establishes partnerships with relevant agencies. These partnerships may be informal or formal, may serve to facilitate data access, provide a context for interpretation of data and enable an ongoing dialogue about youth issues and services.
- Some data may be publicly available through web portals, such as 'My School' website providing data about school attendance or annual reports, and other data may need to be provided from agency administrative datasets, tailored to the needs of the EKYSN related youth services providers.

- Data collected by the hub coordinators contributes to the development and monitoring of a shire youth risk profile. This profile is available to youth workers in communities and shire level youth provider networks. The shire risk profiles when combined provide a regional context and baseline for youth services. The shire youth services coordinator uses the shire risk profile in reporting to funding bodies on improvements in youth outcomes and in establishing the evidence for strategic investment in youth services.
- Shire coordinators disseminate a core set of community level data to lead youth workers within each community. This will be supplemented by local information to form the community risk profile which in turn provides more comprehensive input to refinement of the shire risk profile.

#### *Area 2a community profile*

- A community profile is informed by community level data and is developed by the lead youth worker in each community, in collaboration with local agencies and service providers. The 'risk' profile recognises the imperative for collaboration between agencies to effectively support programs for young people in remote communities and make best use of available resources. The profile describes the current state of community enabling infrastructure that will support successful outcomes (the service delivery environment) and key issues within that community and related services (targeting of services) to assist in tailoring and coordinating youth services. The community risk profile and the process of strengthening community capability informs, and is informed by, the early assessment tool, completed by youth workers at an individual level.

#### *Area 2b shire status*

- The shire status is compiled and maintained by the shire youth services coordinators responsible for analysis of key agency data inputs (as described for area 1) and informed by synthesis of community risk profiles developed by community youth workers in conjunction with local service providers.
- The East Kimberley Volatile Substance Use Plan identifies the development of youth strategies within SWEK and SoHC. When developed, these strategies will provide a good mechanism for assessment of the status of youth services within each shire. Further, the shire status provides an indication of progress in the development and sustainability of youth services and on key community issues.
- Together the detailing of shire and community 'risk' status provides valuable information both in reporting to funders and in developing strategic proposals for new funding at a shire and regional level.

#### *Area 3 individual assessment*

As informed by community level data and the community risk profile, an early assessment tool is proposed to support youth worker early identification of youth at higher risk. This provides a further avenue of early response to children and young people showing early signs of behaviours associated with youth offending. The individual risk assessment tool would supplement referrals into the youth program from other agencies where the young person has already come to attention.

## 6.5 The roles of shire hub coordinators and youth workers

The following is provided as a guide for shire hub coordinators and youth workers in developing an evidence base for ongoing evaluation.

### *Shire hub coordinators:*

- Development, dissemination, monitoring and review of a strategic plan to assist in building the evidence for priority action, including key performance indicators (see comprehensive set of indicators in Table 6.1).
- Management of partnering with key agency sources of data and identifying material publicly accessible.
- Collection of core data about programs, program participation, feedback and consultation outcomes and establishment of a template for further individual level data to be collected by youth workers (refer to Table 6.1).
- Analysis of data against key performance indicators on an annual basis.
- Reporting back to youth workers in communities to inform individual community risk profiles and individual risk tools (see Figure 6.2).
- Input to and coordination of annual reporting against the evaluation framework emphasising performance against current priority areas for action (see Table 6.1). Summary report to be available to youth workers for use in compiling reports to funders and development of funding proposals (see Figure 6.2).

### *Youth workers:*

- Provide input to and receive shire strategic priorities and risk profile reports as key input to local planning (see Figure 6.2).
- Convene community interagency meeting(s) to establish community risk profiles and commitment of stakeholders to a set of local priorities to strengthen community infrastructure (including mechanisms for community consultation) and meet the needs of young people (see Section 6.6 and Figure 6.3).
- Detection of early indications of youth showing signs of behaviour and/or emotional problems consistent with a trajectory of youth offending. Systematic assessment of youth participating in activities through an initial process of recorded observation, and where indicated, follow up access to collateral sources of information to inform interpretation (see Figure 6.6 and Figure 6.8).
- Collaborating with other services to tailor support for these young people deemed to be at greater risk with a view to early intervention and avoidance of juvenile offending (see 'Targets' in Figure 6.8).
- Ongoing program data (activities, participation, collaborators etc.) managed through an excel spread sheet template common to youth workers (see Table 6.1).
- Input to annual reporting against the evaluation framework for current community and shire priority areas for action (see Table 6.1). Utilisation of hub coordinator's summary report of progress against priorities in compiling reports to funders and development of funding proposals (see Figure 6.2).



## 6.6 Community risk profile

The lessons learned from a number of interventions designed to improve outcomes for young people in Aboriginal and Torres Strait Islander communities stress the importance of a ‘formal youth collective structure’ of service providers, for example, to ensure coordinated and targeted activity, as well as the importance of involving young people and their families in the development of activities that meet local needs (Courage Partners 2013).

Feedback from children and young people in Western Australia highlights the challenges in providing suitable youth services to support the mental health and wellbeing of young people in rural or remote locations (Commissioner for Children and Young People 2012):

‘While mental health and wellbeing issues tend to be similar for children and young people regardless of geographical location,...Many regional and remote communities have inadequate age-appropriate services and limited infrastructure such as transport and recreational facilities. Children and young people who live in regional and remote communities said they would like more recreational facilities where they could socialise with other young people...[and believed that this]...would make a significant difference to their mental health and wellbeing.’

Collaborating with community key stakeholders is critical in scoping the resources available in the community and leveraging from existing youth related activities and mechanisms for community consultation. A recent review of demonstration projects designed to engage Aboriginal and Torres Strait Islander young people to reduce levels of risky behaviour and contribute to the development of best practice approaches in sexual health, identified key features of a ‘successful’ program that included ‘engagement with the community (including young people) and establishment of partnerships and linkages with existing services, programs and organisations’ (AIHW 2013).

Based on the building blocks described in Chapter 5, a community risk profile tool is proposed and set out in Figure 6.3. It is important that this tool be monitored and refined by the EKYSN over time, ensuring that it is practically implementable and meets the needs of youth workers and communities.

The tool has been developed to provide youth workers with an approach to engage with local service providers and collaborate on determining the maturity of the service delivery environment and robustness of the community. The tool has regard for a small number of key precursors to effective delivery of youth programs (and hence gauges the ‘risk’ to delivery of successful programs) and for precursors to better youth, family and community outcomes (highlighting the needs of children and young people).

For some remote communities, an effective interagency approach to application of the tool will require consultation with youth related services that may not be located in the community, that is, only available as outreach services.

When completed, the tool will provide the basis of a community youth action plan, informed by agreed targets and shared responsibilities for better youth outcomes.

Figure 6.3

COMMUNITY RISK PROFILE TOOL

BUILDING BLOCK	RATING 1 2 3 4 5	EXPLANATION	TARGETS
<b>DELIVERY OF SERVICE</b>			
<p><b>Establish youth and community relationships</b></p> <ul style="list-style-type: none"> <li>• What skills would community leaders like to build among youth in the community?</li> <li>• What programs/activities interest youth in the community?</li> </ul>		<p><i>Example:</i> Rated as 1 to reflect need to engage to establish or refresh community and youth input to development of youth activities</p>	<p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Identification of key community leaders from all family groups</li> <li>• Relationships are well developed and ongoing</li> <li>• Establishment of a youth leadership group</li> </ul>
<p><b>Service providers operating within the community</b></p> <ul style="list-style-type: none"> <li>• What service providers operate within the community? (e.g. police, health, school, juvenile justice team, child protection)</li> <li>• Which providers may be able to support service delivery?</li> </ul>		<p><i>Example:</i> Rated as 2 to reflect need to scope activities currently provided within the community and identify opportunities based on community needs.</p>	<p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Mapped current service provision in the community to identify gaps and overlaps (if any).</li> <li>• Identification of providers who could support and work with youth services.</li> </ul>
<p><b>Relationships and partnerships established with local service providers (e.g. referrals, MoUs)</b></p> <ul style="list-style-type: none"> <li>• Establishing and building upon relationships with key service providers.</li> <li>• What would other service providers like to see provided?</li> <li>• What are the keep gaps in programs for youth?</li> <li>• Identification of referral pathways and partnership opportunities.</li> </ul>		<p><i>Example:</i> Rated as 3 to reflect need to discuss/refine what services/activities other service providers would like to be provided and identify where possible partnerships can support these activities.</p>	<p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Established relationship with school.</li> <li>• Collaborative programs being provided with the school.</li> <li>• Collaboration with police to monitor high risk youth in the community.</li> </ul>
<p><b>Youth program resources and infrastructure</b></p> <ul style="list-style-type: none"> <li>• What resources are available for youth program delivery?</li> <li>• Are there resources that could be shared between service providers, communities and across the region?</li> <li>• What opportunities exist to expand resources and infrastructure?</li> </ul>		<p><i>Example:</i> Rated as 5 to reflect the need to review youth program resources and infrastructure being used based on current programs and activities being implemented. Review opportunities to expand resources/infrastructure.</p>	<p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• What resources are available for youth program delivery?</li> <li>• Resource sharing occurring between communities in the area.</li> <li>• Identification of other philanthropic opportunities for accessing resources and infrastructure.</li> </ul>

BUILDING BLOCK	RATING 1 2 3 4 5	EXPLANATION	TARGETS
<b>TARGETING OF SERVICES</b>			
<b>School attendance</b>	○ ○ ○ ○ ○	<i>Example:</i> Rated as 1 to reflect that this is a high risk issue within the community. Community leaders have identified that a lack of school attendance is impacting negatively on the community.	<i>Examples:</i> • Improvement in secondary school attendance • Identification of youth/age groups for whom attendance is an issue
<b>Family relationships</b>	○ ○ ○ ○ ○	<i>Example:</i> Rated as 2 to reflect medium to high risk within the community. Service providers identify that some youth avoid going home. Community leaders have identified concerns with regard to family relationships in a number of cases.	<i>Example:</i> • Parental involvement in youth activities
<b>Youth engagement with police/justice systems</b>	○ ○ ○ ○ ○	<i>Example:</i> Rated as 4 to reflect medium to low risk within community. Relationships between youth and police in the community have improved over the past 3 months due to increased positive police engagement with youth.	<i>Examples:</i> • Input from police about key issues and current strategies. • Develop program in collaboration with police. • Share information with police about youth offending incidents.
<b>Presence of alcohol/drugs/ VSU issues</b>	○ ○ ○ ○ ○	<i>Example:</i> Rated as 4 to reflect medium to low risk within the community. Community leaders and service providers have identified substantially reduced presence of alcohol since ban was more strongly enforced, over a sustained period of time. There have been no VSU issues within the community in the last 12 months.	<i>Examples:</i> • Incidents relating to youth use of alcohol and drugs in the community. • Incidents relating to VSU in the community. • Input from the community/youth view. • Input from health service providers.
<b>Other risky youth behaviour or issues impacting youth</b>	○ ○ ○ ○ ○	<i>Example:</i> Rated as 4 to reflect medium to low risk within the community. Youth are involved in a number of pro-social activities, such as school holiday bush camps. The number of youth on the streets late at night have reduced substantially due to evening programs being provided during the week.	<i>Examples:</i> • Targeted activities for youth engaged in risk behaviours • Encourage youth involvement in pro-social activities (e.g. sport and school attendance)
<b>Youth boredom</b>	○ ○ ○ ○ ○	<i>Example:</i> Rated as 2 to reflect medium to high risk within the community. Youth identified that they are bored at nighttime and would like more things to do.	<i>Examples:</i> • Youth and community leader input. • Delivery of activities at times of most need.
<b>Other activities/services already available in the community</b>	○ ○ ○ ○ ○	<i>Example:</i> Rated as 1 to reflect high risk within the community. Community leaders have identified that youth services and activities have not been provided in the community for the past 6 months due to staff turnover and events within the community.	<i>Examples:</i> • Identify services to build upon and/or collaborate with • Identify services not provided that meet community needs

Source: The Allen Consulting Group 2013, based on the Triangle Consulting Social Enterprise Outcomes Star 2009-12.

Criteria for rating the delivery and targeting of services are detailed in Figure 6.4 and Figure 6.5. These scales and definitions may be refined based on service provider feedback.

Figure 6.4

## COMMUNITY RISK PROFILE, DELIVERY OF SERVICES: RATING CRITERIA

RATING	EXAMPLE DEFINITION
1	<b>Engage:</b> Establishing and building relationships with relevant stakeholders to identify needs and opportunities.
2	<b>Scope:</b> Identifying possible activities to be undertaken based on identification of needs and opportunities.
3	<b>Discuss and refine:</b> Discussing proposed options/activities and refining based on feedback from stakeholders.
4	<b>Structures and enablers:</b> Documenting approaches, processes and programs, as well as identifying any additional requirements for implementation.
5	<b>Implement and review:</b> Implementing programs and activities, monitoring outcomes and reviewing approaches based on stakeholder feedback.

Source: The Allen Consulting Group 2013.

Figure 6.5

## COMMUNITY RISK PROFILE, TARGETING OF SERVICES: RATING CRITERIA

RATING	EXAMPLE DEFINITION
1	<b>High risk within community:</b> Community leaders, other service providers or youth themselves have identified this risk as impacting negatively on the community.
2	<b>Medium to high risk within community:</b> Community leaders, other service providers or youth themselves identify that there has been a minor reduction in this risk.
3	<b>Medium risk within community:</b> Community leaders, other service providers or youth themselves see this risk as improving within the community. Continued monitoring is required to ensure this risk continues to reduce.
4	<b>Medium to low risk within community:</b> Community leaders, other service providers or youth themselves consider this risk to be substantially reduced.
5	<b>No/low risk within community:</b> Community leaders, other service providers or youth themselves have not identified this risk as impacting negatively on the community.

Source: The Allen Consulting Group 2013.

By adding the scores under each section (delivery of services and targeting of services) of the community risk profile tool it is possible to gain an overall indication of the extent to which youth services delivered are mature and sustainable, and the extent to which youth services are targeting and having an impact upon issues within the community. It is then possible to monitor changes in these results over time. Assessment categories for total scores under each section of the community risk profile are detailed below.

*Delivery of service total score categories:*

- **Rating 4-9** — low level of service maturity; youth services are in the development phase.
- **Rating 10-14** — medium level of service maturity and development of service sustainability.
- **Rating 15-20** — high level of service maturity and sustainability.

*Targeting of services total score categories:*

- **Rating 7-16** — low community functionality, high level of youth issues within the community.
- **Rating 17-25** — medium community functionality, medium level of youth issues within the community.
- **Rating 26-35** — high community functionality, low level of youth issues within the community.

The community risk profile has the potential to inform development of a youth action plan or set of strategic priorities at the community level. The youth action plan links activities to the targets detailed in the community risk profile. Activities may be implemented by youth workers themselves, or by nominating where collaboration may occur with other service providers within the community and with the community. The development of such a plan will assist in the achievement of goals, as identified by community leaders and youth, and enable progression along the community risk profile. The plan would support the sustained delivery of services and targeting of services to individual community needs.

## **6.7 Individual tool**

Interagency collaboration at community, shire and regional levels should be used to establish information and referral pathways (including to youth programs, as appropriate) for those youth who come to the attention of related youth services including health, welfare, justice and police. Youth workers can also detect early indications of youth showing signs of behaviour and/or emotional problems consistent with a trajectory of youth offending. Collaborating with other services, youth workers can tailor support for these young people deemed to be at greater risk with a view to early intervention and avoidance of juvenile offending.

To this extent, it is proposed that youth workers systematically assess youth participating in activities through an initial process of recorded observation and where indicated, follow up access to collateral sources of information to inform interpretation. Specifically, a two-part process is provided, underpinned by a community platform for action (see Figure 6.3) and commitment to an integrated youth service.

Use of the early assessment tool for youth is based on the following assumptions.

The youth worker:

- has an ongoing interaction with young persons in the community;
- has an opportunity to observe skills and behaviour in different settings including group and individual pursuits;
- has the ability to offer interventions through youth diversionary activities and/or referral to qualified professionals; and
- is making an early assessment and that while there may be early signs of risky behaviour (misconduct at school, walking around in the community at night) that have come to the attention of other services, a regular pattern of risky behaviour or offending has not yet been established. In the latter instance, the existence of effective interagency networks will identify more advanced risky behaviour.

The following screening approaches (see Figure 6.6 and Figure 6.8 for use where indicated) rely on initial observation and subsequent enquiry about performance in other settings for youth at high risk. The outcome of this early assessment may confirm the development of anti-social behaviour and skills deficits, and the young person might benefit from referral to a face-to-face interview with an appropriately qualified professional. Some further case management by the youth worker might be required to ensure that the young person remains engaged with activities and that those activities are appropriate to their needs. For this purpose, the individual tool includes provision for recording of target areas for improved outcomes.

Note that responsibility for using tools to determine risk among youth should only be in accordance with ethical and privacy standards and commensurate with training and experience of the youth worker.

The tool is to be completed by the lead or nominated youth worker. The assessment is based on youth worker and support staff observations during youth activities.

Figure 6.6  
EARLY ASSESSMENT OF AT RISK BEHAVIOUR AMONG YOUTH: INDIVIDUAL TOOL

DOMAIN	RISK FACTOR	RATING					EXPLANATION	TARGETS
		1	2	3	4	5		
<b>Social skills</b> <ul style="list-style-type: none"> <li>• How easily does the young person make friends?</li> <li>• Is there evidence of a lack of skills in interacting with peers, such as inability to conduct a conversation?</li> <li>• Is interaction with peers and engagement in activities affected by difficulty in managing cognitive tasks?</li> </ul>	<b>• Life skills</b>  ○ ○ ○ ○ ○	-----	-----	-----	-----	-----	-----	-----
	<b>• Academic skills</b>  ○ ○ ○ ○ ○	-----	-----	-----	-----	-----	-----	-----
<b>Negative and problematic behaviours</b> <ul style="list-style-type: none"> <li>• Does the young person alienate their peers because of selfish and annoying behaviour?</li> <li>• Does the young person intimidate others and overtly violate rules?</li> <li>• Does the young person disrupt peer participation in activities?</li> </ul>	<b>• Hostile, irritable</b>  ○ ○ ○ ○ ○	-----	-----	-----	-----	-----	-----	-----
	<b>• Anti social, aggressive</b>  ○ ○ ○ ○ ○	-----	-----	-----	-----	-----	-----	-----
	<b>• Disruptive, demanding</b>  ○ ○ ○ ○ ○	-----	-----	-----	-----	-----	-----	-----

Source: The Allen Consulting Group adapted from *Tools to Identify and Assess the Risk of Offending Among Youth*. National Crime Prevention Centre, Canada. 2010.

For each risk factor the lead youth worker fills out the appropriate rating on the five-point ‘bubble’ scale described in Figure 6.7 using the rating criteria provided as a guide. Each rating equates to a score.

Figure 6.7

## INDIVIDUAL TOOL: OVERALL RISK ASSESSMENT RATING CRITERIA

RATING	EXAMPLE DEFINITION
1	<b>High risk:</b> Demonstrates a mix of poor social skills and problematic behaviours. Consistently fails to engage effectively in youth activities. Is isolated from main group of young people. Would require greater level of support to achieve positive change.
2	<b>Medium to high risk:</b> Demonstrates many aspects of problem behaviours and poor social skills. Has difficulty engaging in most youth activities and forming friendships. Would benefit from greater level of support to address areas of behavioural difficulty.
3	<b>Medium risk:</b> Demonstrates good social skills and behavioural characteristics most of the time. Would benefit from targeted support to reinforce positive behaviours and skills development, and build self-esteem and resilience. Monitor developments and needs.
4	<b>Medium to low risk:</b> Demonstrates occasional incidents of at risk behaviour. Responds well to reinforcement of positive behaviours. Generally participates well in activities. Monitor to determine any escalation of behavioural problems.
5	<b>Low risk:</b> Acceptable level of social skills and participation commensurate with peers. Continue to engage in appropriate activities and develop teamwork and leadership skills.

Source: The Allen Consulting Group 2013.

An overall assessment of risk rating on the individual tool is derived by adding the score allocated to each of the risk factors identified for the two domains. Scores falling into the following ranges can be assessed as having the following risk category.

- **Rating 5-11** — low level of social skills and problematic behaviours consistently demonstrated, at high risk of progressing to entrenched dysfunctional behaviour. Consider using collateral sources of information to further enquire about risk level.
- **Rating 12-18** — medium risk warranting continued monitoring and support to ensure engagement in appropriate youth activities.
- **Rating 19-25** — high individual functionality, low level of risk and suitable for involvement in leadership roles.

The second part of the early assessment is applicable only to those young people assessed as at high risk (Rating 5-11) on the individual tool and involves consultation with other service providers to determine any consistent reports of emerging problematic behaviour and/or emotional problems. The assessment may also progress to interview with the youth's parents/carers to substantiate, for example, the development of anti-social behaviour. This tool will determine whether assessment of the youth should involve an in-depth interview by a qualified professional, such as social worker or counsellor. If this next step is not indicated by the score from the tool, the youth should be flagged for monitoring, provided with some additional support and encouragement by the youth program and other relevant service providers, and re-assessed on a quarterly basis.



Figure 6.8

EARLY ASSESSMENT OF INDIVIDUAL LEVEL OF AT RISK BEHAVIOUR: COLLATERAL SOURCES OF INFORMATION

		RATING						
DOMAIN	RISK FACTOR	1	2	3	4	5	EXPLANATION	TARGETS
<p><b>Behaviour history</b></p> <ul style="list-style-type: none"> <li>• Is there early evidence of problematic behaviour that has brought the young person to the attention of other agencies?</li> <li>• Has the family noticed a tendency to increased negative behaviour?</li> <li>• Are there known mental health problems?</li> </ul>	<ul style="list-style-type: none"> <li>• Anti-social behaviour</li> <li>• Social isolation</li> </ul>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<p><i>Example:</i> Rated as 2 to reflect evidence of early signs of at risk behaviour that is corroborated by multiple community sources such as police, school and family.</p>	<p><i>Example:</i> Utilise community interagency group to 'case conference' the strength of evidence for level of intervention to improve outcomes, such as ongoing management and review in the context of youth services or concurrent action by other agencies and family.</p>
<p><b>Abuse history</b></p> <ul style="list-style-type: none"> <li>• Are there safety issues for the young person?</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult home life</li> </ul>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<p><i>Example:</i> Rated as 4 to reflect current stability of family and strong family support network.</p>	<p><i>Example:</i> Maintain contact with community elders and other representatives to assist in building community resilience.</p>
<p><b>Child's temperament</b></p> <ul style="list-style-type: none"> <li>• Does the young person's temperament affect their ability to fit in with their peers, at school or at home?</li> <li>• Does the young person have an identified learning disability that may be causing problems?</li> <li>• Are there preventable causes of temperamental traits?</li> </ul>	<ul style="list-style-type: none"> <li>• Social isolation</li> <li>• Physical health</li> <li>• Attention to tasks</li> </ul>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<p><i>Example:</i> Rated as 3 to reflect some elements of temperamental behaviour reportedly associated with chronic poor nutrition on the basis of feedback from health and education service providers.</p>	<p><i>Example:</i> Contribute to interagency planning for improved nutritional education for young people including parental education and community gardens. Develop youth activities that incorporate food preparation. Monitor at a community and family level in conjunction with relevant service providers</p>

Source: The Allen Consulting Group adapted from *Tools to Identify and Assess the Risk of Offending Among Youth*. National Crime Prevention Centre, Canada. 2010.

Figure 6.9

## COLLATORAL INFORMATION TOOL: OVERALL RISK ASSESSMENT RATING CRITERIA

RATING	EXAMPLE DEFINITION
1	<b>High risk:</b> Consistent feedback that young person known to a number of agencies for anti-social behaviour. High level of family dysfunction. Young person not currently the ongoing focus of any agency's attention.
2	<b>Medium to high risk:</b> Known to be associated with young persons who have come to the attention of a number of agencies such as police and school. School attendance rates fluctuate and little capacity for family to influence behaviour.
3	<b>Medium risk:</b> Dysfunctional family but strong ties with kin who provide care.
4	<b>Medium to low risk:</b> Learning disability recently identified and receiving assistance through school and family. Young person responsive to support.
5	<b>Low risk:</b> No evidence of engagement in anti-social behaviour or any behaviour changes of particular concern to young person's family. Community has ongoing problems with drug use amongst young adults suggesting vigilance in reinforcing protective factors for young person.

Source: The Allen Consulting Group 2013.

An overall assessment of risk rating on the collateral information tool is derived by adding the score allocated to each of the risk factors identified for the three domains. Scores falling into the following ranges can be assessed as having the following risk category.

- **Rating 3-6** — high risk. Consistent feedback from service providers about young person's association with problematic behaviour across a number of settings. Consider engaging with appropriate professional to offer a formal assessment of risk and identify areas for possible support from service providers including youth program.
- **Rating 7-11** — medium risk. Not consistently causing concern but potential for problematic behaviour to escalate because of social, family or other circumstances. Warrants continued monitoring and support of young person by the youth worker to ensure engagement in appropriate youth activities.
- **Rating 12-15** — low risk. Little or no evidence of behavioural issues having escalated. No further action beyond monitoring by the youth worker through continued observation, support as appropriate and engagement with family.

## Appendix A

### Community profiles

#### A.1 Community profiles for EKYSN communities

##### *Kununurra*

Kununurra is located 3,214 kilometres (km) north-east of Perth. The closest town, Wyndham, is located 100km to the north of Kununurra. The community is regarded as the youngest of those in the Kimberley and was founded in 1972.

There are 2,359 private dwellings in the community and, on average, 2.7 individuals per household (Census 2011). The Miriuwung, Gajerrong, Doolboong, Wardenybung and Gija peoples are acknowledged to have Native Title rights within the greater Kununurra Region of the Shire of Wyndham-East Kimberley.

The table below details key population data for Kununurra from the 2006 and 2011 ABS Census. In 2011, Indigenous males made up 26 per cent of all males and Indigenous females made up 32 per cent of all females, in total Indigenous people made up 29.1 per cent of the population. Total young persons aged 5-24 years represent 14 per cent of the total population.

Table A.1

##### 2006 AND 2011 CENSUS DATA — KUNUNURRA

Measure	2006 Census data	2011 Census data	% change
Total population	3,748	4,573	22%
Total Indigenous population	1,003	1,330	33%
Total persons aged 5-24	1,136	1,229	14%

Source: ABS Census 2006 and Census 2011 data.

Note: Increases in population may also be attributable to improved ABS Census collection in Aboriginal and Torres Strait Islander communities in 2011.

##### *Halls Creek*

Halls Creek is located 2,873km north-east of Perth, 1,288km south-west of Darwin and it is 362km south of Kununurra. It is located along the Great Northern Highway along the Great Sandy and Tanami Deserts in the heart of the Kimberley region. The community's origin dates back to 1885 when Halls Creek became home to Western Australia's first gold rush. The SoHC is the fourth fastest growing Shire in Western Australia where there are up to 65 Aboriginal communities and 28 languages spoken within the region.

There are 531 private dwellings in the community and, on average, 3.3 individuals per household (2011). The Indigenous people of Halls Creek include the Kija/Gija and Jaru people. The main languages spoken in the area include Kriol, Jaru, Kija, Gooniyandi, Walmajarri, Kukatja, Wanyjirra and Ngardi.

The table below details key population data for Halls Creek based on the 2006 and 2011 ABS Census. The growth in the Indigenous population appears stronger than that for the non-Indigenous population. Indigenous males represent 72 per cent of all males. Indigenous females make up 75 per cent of all females. Indigenous people made up 74.5 per cent of the total population. Youth aged 5-24 years represent almost 35 per cent of the total population.

Table A.2

## 2006 AND 2011 CENSUS DATA — HALLS CREEK

Measure	2006 Census data	2011 Census data	% change
Total population	1,211	1,443	19%
Total Indigenous population	853	1,071	52%
Total persons aged 5-24	400	503	25%

Source: ABS Census 2006 and Census 2011 data.

Note: Increases in population may also be attributable to improved ABS Census collection in Aboriginal and Torres Strait Islander communities in 2011.

Halls Creek is one of 29 priority Remote Service Delivery (RSD) sites under the National Partnership Agreement on Remote Service Delivery. As such, a Local Implementation Plan has been developed for Halls Creek which identifies key priorities and activities under each of the seven COAG Building Blocks. A number of these activities relate to youth and the delivery of youth services. One of these priorities aims to improve and increase the number of programs for youth and support transport to assist youth to attend activities. Activities under this priority relate to facilitating the coordination of youth services and community input, establishing a youth drop-in centre, development of a youth action plan and investigating options to deliver the Alternative Custody Program (Australian Government and Government of Western Australia 2012).

### **Balgo**

Balgo is located 280km south of Halls Creek. The community is located in the 'Kutjungka' region, which encompasses several other communities including Billiluna, Mulan, Yakka Yakka and Ringer Soak. Balgo is accessible throughout the year by air. Heavy rains can prevent access to the community via road. The community was first located at Old Balgo Hills as a Mission in 1939. It was relocated to its present site in 1965.

There are 115 private dwellings in the community and there were on average five individuals per household (ABS Census 2011). The largest portion of Balgo's population consists of the Kutjungka people from the Kukatja, Djaru, Ngarti, Warlpiri, Walamjarri, Wangkajunga and Pintupi language groups.

The table below details key population data for Balgo based on the 2006 and 2011 ABS Census. Indigenous people made up 90.3 per cent of the total population. Those aged 5-24 years made up just over 40 per cent of the population.

Table A.3  
2006 AND 2011 CENSUS DATA — BALGO

Measure	2006 Census data	2011 Census data	% change
Total population	460	508	10%
Total Indigenous population	410	461	12%
Total persons aged 5-24	196	211	8%

Source: ABS Census 2006 and Census 2011 data.

Note: Increases in population may also be attributable to improved ABS Census collection in Aboriginal and Torres Strait Islander communities in 2011.

### **Billiluna**

Billiluna is situated 180km south east of the town of Halls Creek. The community is also known as Kururrungku or by its traditional name Mindibungu. The community was established in 1978.

There are 64 private dwellings in the community and, on average, 4.8 individuals per household (Census 2011). The main Indigenous language groups are the Walmatjarri, Kukatja and Jaru.

The table below details key population data for Billiluna based on the 2006 and 2011 ABS Census. Indigenous people made up 94.9 per cent of the total population (this equates to 257 Indigenous people). Notably, there has been an 80 per cent increase in the number of people in the community recorded in 2011 compared to 2006. Improved ABS Census collection methods may account for this increase. Young people aged 5-24 years represent 23 per cent of the population.

Table A.4  
2006 AND 2011 CENSUS DATA — BILLILUNA

Measure	2006 Census data	2011 Census data	% change
Total population	143	257	80%
Total Indigenous population	120	245	104%
Total persons aged 5-24	61	60	-2%

Source: ABS Census 2006 and Census 2011 data.

Note: Increases in population may also be attributable to improved ABS Census collection in Aboriginal and Torres Strait Islander communities in 2011.

### **Kalumburu**

Kalumburu is 550km away from Kununurra and Wyndham and is mainly accessible throughout the year by air only. The community is located on the banks of the King Edward River and was relocated to its current location in 1927 to access the water supply of the river to better support the community's growth.

There are 113 private dwellings in the community and there are on average 3.9 individuals per household (Census 2011).

The table below details population data for Kalumburu based on the 2006 and 2011 ABS Census. Indigenous people made up 86.3 per cent per cent of the total, and young persons aged 5-24 make up 45 per cent of the population.

Table A.5

## 2006 AND 2011 CENSUS DATA — KALUMBURU

Measure	2006 Census data	2011 Census data	% change
Total population	413	467	13%
Total Indigenous population	359	404	13%
Total persons aged 5-24	182	209	15%

Source: ABS Census 2006 and Census 2011 data.

Note: Increases in population may also be attributable to improved ABS Census collection in Aboriginal and Torres Strait Islander communities in 2011.

### **Mulan**

Mulan is situated 320km from Halls Creek. It is primarily accessible by road throughout the year except during heavy rains when access to the community is limited. The community was established in 1979.

There are 28 Indigenous households in the community and there are on average 4 individuals per household (ABS Census 2011). The main language groups in the community include the Walmatjarri, Kukatja and Jaru.

The table below details key population data for Mulan based on the 2006 and 2011 ABS Census. ABS Census data for 2006 is minimal but in 2011, a total population of 135 Indigenous persons was recorded with youth aged 5-24 years making up 44 per cent of the population.

Table A.6

## 2006 AND 2011 CENSUS DATA — MULAN

Measure	2006 Census data	2011 Census data	% change
Total population	-	-	-
Total Indigenous population	99	135	36%
Total persons aged 5-24	-	60	-

Source: ABS Census 2006 and Census 2011 data.

Note: Increases in population may also be attributable to improved ABS Census collection in Aboriginal and Torres Strait Islander communities in 2011.

### **Ringer Soak**

Ringer Soak is located 170km south of Halls Creek and is close to the Northern Territory border along the Great Sandy Desert. It is also known as Kundat Djaru or Yaruman. The community was established in 1982.

There are 19 households in the community with an average of six individuals per household (ABS Census 2011). The main Indigenous language groups include the Walmatjarri, Kukatja and Jaru.

The table below details key population data for Ringer Soak based on the 2006 and 2011 Census. In 2011, young people aged 5-24 years represented almost half of the total population.

Table A.7

## 2006 AND 2011 CENSUS DATA — RINGER SOAK

Measure	2006 Census data	2011 Census data	% change
Total population (100% Indigenous)	119	173	45%
Total persons aged 5-24	-	86	-

Source: ABS Census 2006 and Census 2011 data.

Note: Increases in population may also be attributable to improved ABS Census collection in Aboriginal and Torres Strait Islander communities in 2011.

**Warmun**

Warmun is located 200km south-west of Kununurra and 160km north of Halls Creek. The community is also known as Turkey Creek and is situated along the creek itself. The community was established in 1975.

There are 92 private dwellings in the community and there are on average 4.1 individuals per household (Census 2011). The main languages spoken are Gija/Kija, English and East Kimberley Kriol.

The table below details population data for Warmun based on the 2006 and 2011 ABS Census. Based on this data, the majority of the population is Indigenous (77.3 per cent) and young persons aged 5-24 make up 43 per cent of the total population.

Table A.8

## 2006 AND 2011 CENSUS DATA — WARMUN

Measure	2006 Census data	2011 Census data	% change
Total population	210	297	41%
Total Indigenous population	194	231	19%
Total persons aged 5-24	84	128	52%

Source: ABS Census 2006 and Census 2011 data.

Note: Increases in population may also be attributable to improved ABS Census collection in Aboriginal and Torres Strait Islander communities in 2011.

### **Wyndham**

Wyndham is situated 100km from Kununurra. The community is Western Australia's most northerly town. The community is located along the Bastion Ranges, which overlook the three primary sections of the town that include Wyndham Three Mile, Wyndham Six Mile and Port Wyndham. The community was established in 1885.

There are 393 private dwellings in the community and there are on average 2.8 individuals per household (Census 2011). The traditional Aboriginal inhabitants of the area where the community is now situated include the Djeidji, Dulngari and Aruagga tribes, the Arawadi and the Darwulah.

The table below details population data for Wyndham based on the 2006 and 2011 ABS Census. Indigenous males represent 47 per cent of all males and Indigenous females represent 56 per cent of all females. In total, Indigenous people make up 52.1 per cent of the total population. Young persons aged 5-34 years make up 28 per cent of the total population.

Table A.9

#### 2006 AND 2011 CENSUS DATA — WYNDHAM

Measure	2006 Census data	2011 Census data	% change
Total population	669	787	18%
Total Indigenous population	255	409	60%
Total persons aged 5-24	173	222	28%

Source: ABS Census 2006 and Census 2011 data.

Note: Increases in population may also be attributable to improved ABS Census collection in Aboriginal and Torres Strait Islander communities in 2011.



## Appendix B

### Evaluation questions

Table B.1 outlines the evaluation questions addressed by this project.

Table B.1

#### EVALUATION QUESTIONS

Evaluation question
<b>Is the current structure and focus on the EKYSN appropriate?</b>
Does the EKYSN have clearly defined aims and objectives?
Is there a shared understanding of the aims and objectives of the EKYSN and have they been clearly articulated to key stakeholders (including clients)?
Are there arrangements in place to ensure effective management and oversight of the EKYSN?
Are roles and responsibilities clear?
How might the management of the EKYSN be improved? Issues to consider include: <ul style="list-style-type: none"> <li>• current administration;</li> <li>• current staffing arrangements/or lack of;</li> <li>• structural changes in governance;</li> <li>• changes in scope or emphasis;</li> <li>• changes in funding arrangements; and</li> <li>• strategies for stronger planning, monitoring and evaluation.</li> </ul>
Is there adequate training and other mechanisms (induction programs, resources) in place to support youth workers (including local Indigenous youth worker trainees) to undertake their role?
Is there adequate infrastructure to support the delivery of programs including retention and employment of youth workers?
<b>How has the EKYSN impacted on justice, health and wellbeing outcomes?</b>
What are the main issues in the East Kimberley that lead to youth offending?
What characteristics help define young people most at risk of adverse contact with the justice system?
What gaps/overlaps and partnership opportunities exist within the current justice service footprint in these communities?
How has the EKYSN increased network partnerships with youth justice agencies, police, schools, youth and health services?
What role does the EKYSN have in preventing/reducing young people's contact with the criminal justice system and engagement in volatile and other substance use?
Has the EKYSN reduced/prevented petrol sniffing and other volatile substance use?
Has the EKYSN reduced/prevented juvenile offending, incarceration and recidivism? <ul style="list-style-type: none"> <li>• what happens when programs do not run over the school holidays or on certain evenings/days of the week; or</li> <li>• are youth programs or activities delivered during times of most need? What are those times of most need?</li> </ul>

Evaluation question
<b>Is the EKYSN meeting its aims and objectives?</b>
Who is providing youth services in the region, which communities are they servicing and what type of programs are being provided?
Has the EKYSN increased collaboration and coordination of youth services in the region, i.e. referrals to treatment and other services etc.?
What impacts (if any) has the EKYSN had on the general health and wellbeing of young people in target communities?
Has the EKYSN increased the quantity and range of youth programs in the region?
Are the activities well attended by youth at-risk? Are all age groups (between 5 and 24 years) and genders being catered for/attending?
What involvement do young people and community members have in the design and delivery of the programs? Are the programs meeting community needs?
Are parents and community members supporting positive activities through volunteerism or encouraging attendance? Are there particular reasons why this is or is not occurring?
Are young people/community members satisfied with the youth programs being delivered – why or why not? How could the programs be improved?
What are the major barriers to effective implementation of the EKYSN? What actions need to be taken to address these barriers?
What have been the major achievements of the EKYSN? What has worked well and why?
Do existing programs build capacity in young people to be resilient and to take responsibility for their behaviours?

## Appendix C

### Stakeholders consulted

This appendix provides a list of stakeholders who were consulted during the evaluation.

Table C.1

## STAKEHOLDERS CONSULTED

Organisation	Name	Position
<b>Halls Creek</b>		
Department of Families, Housing, Community Services and Indigenous Affairs	Vincent Skeen and Virginia O'Neil	Community Engagement Officers
Department of Families, Housing, Community Services and Indigenous Affairs	Grant Astles	Local Area Coordinator, Halls Creek
Halls Creek District High School	Clifton Fong, Jeffrey Grundy, Phil Collins	Principal (C. Fong), Deputy Principal – Student Services (J. Grundy), Associate Principal (P. Collins)
Kimberley Mental Health and Drug Service	Dale Reichel	Community Drug Service Worker
N/A	Alba Brockie	Former Youth Services Development Coordinator, Shire of Halls Creek
Shire of Halls Creek	Cobina Crawford	Youth Services Co-ordinator
Shire of Halls Creek	Warren Olsen	Chief Executive Officer
N/A	Mani Grace	Former Youth Development Officer, Shire of Halls Creek
WA Police	Omar Chahal	Officer in Charge
<b>Kununurra</b>		
Department of Families, Housing, Community Services and Indigenous Affairs	Chris Davies	Petrol Sniffing Strategy Regional Coordinator, East Kimberley
Department for Child Protection	Fiona Fisher	Acting Regional Director
Standby Response Service, Anglicare	Alisa Ranson	Anglicare
N/A	Ed Brockhof	Former Youth Development Coordinator, Save the Children
WA Department of Corrective Services	Ann Mills and Emma Walker	Team Leader, East Kimberley Youth Justice Services
WA Department of Indigenous Affairs	Vaughn Davies	Regional Manager, East Kimberley
Kununurra WA Police	Jack Lee	Officer In Charge
Department for Child Protection	Karyn Apperley	Strong Families Coordinator
Department of Education	Michelle Manning	Participations Coordinator
Kimberley Mental Health and Drug Service	Cheryl Wansborough	Senior Community Drug Service Worker
Kimberley Group Training	Kate Millen	Training Coordinator
MG Ord Enhancement Scheme, Kimberley Development Commission	Paddy Fagan	Manager
Ord Valley Aboriginal Health Service	Jane Cooper	Social Support Unit

Organisation	Name	Position
Save the Children	Sciona Brown and Jacob Tyndell	Regional Manager, East Kimberley (Save the Children), Deputy-President and Former President (Shire of Halls Creek) (S. Brown) Youth Development Coordinator (J. Tyndell)
Shire of Wyndham-East Kimberley	Sue Gaffney	Youth Services Officer
Shire of Wyndham East Kimberley	Wayne Richards	Manager Community and Youth
<b>Warmun</b>		
Gija Total Health	Kate Bean	Manager
Ngalangangpum School	Leanne Hodge	Principal
WA Police	Rod Burnby	Officer in Charge
N/A	Andrew Schultz	Former Youth Worker, Warmun (Turkey Creek) Incorporated
Warmun (Turkey Creek) Incorporated	Hylke Vader	Youth Worker
Warmun (Turkey Creek) Incorporated	Richard Kelly	Acting Chief Executive Officer
<b>Ringer Soak</b>		
Birlirr Ngawiyiwu Catholic School	Joy Ketteringham	Principal
Community Development and Employment Projects (CDEP)	Desmond Johnson and Nadine Acoff	CDEP coordinators for community
Shire of Halls Creek	Nick Cleghorn	Ringer Soak Youth Worker
<b>Balgo</b>		
Boystown	Michael Gravener	Manager
Catholic Church	Father John	Priest
Luurnpa Catholic School	Br Rick Gaffeny	Principal
WA Police	Gordon Hughes	Officer in Charge
Wirrimanu Aboriginal Corporation	Yaja Nowakowski	Interim Chief Executive Officer
Wirrimanu Aboriginal Corporation	Xavier Ennis and Chelsea Rutledge	Youth Workers
<b>Wyndham</b>		
Skill Hire	Rebecca Minichilli	Skills Development Coordinator
Joongari House	Pam Barrett	Manager
Shire of Wyndham-East Kimberley	Matt Lanternier	Youth Worker
Wyndham District High School	Mark Williams	Principal
Wyndham Early Learning Activity Centre (WELA)	Jane Parker	Coordinator
Wyndham Police	Brad Warburton	Officer in Charge
<b>Mulan</b>		
John Pujajangka-Piyirn Catholic School and Catholic Education Office	Les Coyle and Clare Gray	Principal (L. Coyle), Regional Officer (C. Gray)
Mulan Aboriginal Corporation	Stuart Chettle	Chief Executive Officer
Mulan Clinic	Paula Candlish	-

Organisation	Name	Position
<b>Billiluna</b>		
Billiluna Clinic	Deborah Ley	Manager
Billiluna Clinic	Brian Darkie	-
Mindibungu Aboriginal Corporation	Kim Morrish	Chief Executive Officer
Shire of Halls Creek	Fiona Sproule	Remote Youth Development Officer
<b>Kalumburu</b>		
Department for Child Protection	Rosalie	Remote Worker
Kalumburu Aboriginal Corporation	Ellie Karey-Speares	Youth and Community Development Officer
Kalumburu Parish	Josiah Clifts	Manager
Kalumburu Remote Community School	Keith Spencer	Principal
<b>Perth</b>		
Attorney-General's Department	Carl Lincoln	WA and SA Regional Coordinator, Indigenous Justice Section
Department of Families, Housing, Community Services and Indigenous Affairs	Richard Aspinall	WA State Manager
Department of Families, Housing, Community Services and Indigenous Affairs	David Pedler	Indigenous Coordination Centre Manager
Save the Children	Juan Larrañaga	WA Program Manager
<b>Broome</b>		
Kimberley WA Police	Mick Sutherland	District Superintendent Kimberley, WA Police
Kimberley Community Drug Service	Hayley Diver	Coordinator
Department of Families, Housing, Community Services and Indigenous Affairs	Jill Mills	Regional Director, Remote Service Delivery
WA Department of Indigenous Affairs	Ian Thomas	Co-Manager, Kimberley Regional Operations Centre
Aboriginal Affairs Coordinating Committee	Brian Wilkinson	Chief Operating Officer
<b>Other locations</b>		
N/A	Kerrie Jocumsen	Former Petrol Sniffing Strategy Regional Coordinator, East Kimberley, Department of Families, Housing, Community Services and Indigenous Affairs
Attorney-General's Department	Ben Mudaliar	Director, Indigenous Justice Sector
Department of Families, Housing, Community Services and Indigenous Affairs	Josephine Haussler	Former Petrol Sniffing Strategy Regional Coordinator, East Kimberley, Department of Families, Housing, Community Services and Indigenous Affairs
Department of Education, Employment and Workplace Relations	David Tyrell	Director, Education Access and Engagement Section
Garnduwa	Leah Thorpe	East Kimberley Program Coordinator

## Appendix D

### Consultation discussion guides

This appendix provides the discussion guides that were given to stakeholders prior to consultation. Separate discussion guides were created for government employees, service providers, and youth workers. Each discussion guide was formatted to fit on a double-sided A4 flyer.

#### **D.1 Discussion guide for government employees**

##### ***The project***

The Allen Consulting Group has been commissioned by the Australian Government Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) and the Attorney-General's Department (AGD) to evaluate the extent to which the East Kimberley Youth Services Network is meeting its aims and objectives.

The evaluation will assess the impact EKYSN-related programs have had on preventing and reducing volatile substance use, reducing offending and re-offending, attaining better health and life outcomes for young people, and community safety. It will also assess the impact the EKYSN has had on youth service delivery and infrastructure.

The findings of the evaluation will be used by stakeholders in the region to build a case for ongoing funding for the EKYSN, to make changes to the current model to improve its effectiveness and responsiveness, to inform the development and implementation of youth services models in other regions, and to inform the development of youth policies more broadly. It will also develop a performance tool to allow service providers to monitor the future effectiveness of youth prevention and diversion services in achieving better justice outcomes and reducing substance misuse.

##### ***The East Kimberley Youth Services Network***

The EKYSN was established in 2008 as a joint initiative between the Australian and Western Australian governments and the Shires of Wyndham-East Kimberley and Halls Creek, to provide a coordinated approach to youth services in the region.

The EKYSN aims to: expand the diversity and availability of existing youth services; identify service delivery gaps; implement new youth activities; facilitate community capacity building to support ongoing activities; and engage and support young people to transition from childhood into productive adulthood in East Kimberley communities by significantly increasing access to and engagement in meaningful structured activities.

### **Consultations**

An important input for the evaluation will be discussions with stakeholders including government agencies, service providers and non-government organisations. Nine communities in the East Kimberley will be visited in November as part of this project: Balgo, Billiluna, Halls Creek, Kalumburu, Kununurra, Mulan, Ringer Soak, Warmun, and Wyndham.

### **Questions for discussion**

The following questions are provided to assist in guiding discussion.

*What has been your involvement with the EKYSN?*

*Does the EKYSN have clearly defined aims and objectives?*

*Is management and oversight of the EKYSN effective? How might the management of the EKYSN be improved?*

*Has the EKYSN increased collaboration and coordination of youth services in the region e.g. referrals to treatment and other services?*

*Has the EKYSN increased the quantity and range of youth programs in the region?*

*What have been the major achievements of the EKYSN?*

*What are the major barriers to effective implementation of the EKYSN?*

*Are there any other comments you would like to make?*

**Thank you for your contribution**

## **D.2 Discussion guide for service providers**

### **The project**

The Allen Consulting Group has been commissioned by the Australian Government Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) and the Attorney-General's Department (AGD) to evaluate the extent to which the East Kimberley Youth Services Network is meeting its aims and objectives.

The evaluation will assess the impact EKYSN-related programs have had on preventing and reducing volatile substance use, reducing offending and re-offending, attaining better health and life outcomes for young people, and on community safety. It will also assess the impact the EKYSN has had on youth service delivery and infrastructure.

The findings of the evaluation will be used by stakeholders in the region to build a case for ongoing funding for the EKYSN, to make changes to the current model to improve its effectiveness and responsiveness, to inform the development and implementation of youth services models in other regions, and to inform the development of youth policies more broadly. It will also develop a performance tool to allow service providers to monitor the future effectiveness of youth prevention and diversion services in achieving better justice outcomes and reducing substance misuse.

### ***The East Kimberley Youth Services Network***

The EKYSN was established in 2008 as a joint initiative between the Australian and Western Australian governments and the Shires of Wyndham-East Kimberley and Halls Creek, to provide a coordinated approach to youth services in the region.

The EKYSN aims to: expand the diversity and availability of existing youth services; identify service delivery gaps; implement new youth activities; facilitate community capacity building to support ongoing activities; and engage and support young people to transition from childhood into productive adulthood in East Kimberley communities by significantly increasing access to and engagement in meaningful structured activities.

### ***Consultations***

An important input for the evaluation will be discussions with stakeholders including government agencies, service providers and non-government organisations. Nine communities in the East Kimberley will be visited in November as part of this project: Balgo, Billiluna, Halls Creek, Kalumburu, Kununurra, Mulan, Ringer Soak, Warmun, and Wyndham.

### ***Questions for discussion***

The following questions are provided to assist in guiding discussion.

*What has been your involvement with the EKYSN?*

*Does the EKYSN have clearly defined aims and objectives?*

*Has the EKYSN increased collaboration and coordination of youth services in the region e.g. referrals to treatment and other services? Has the EKYSN improved network partnerships with justice agencies, police, schools, youth, and health services?*

*Has the EKYSN increased the quantity and range of youth programs in the region?*

*Is there adequate training and other mechanisms (induction programs, resources) in place to support youth workers?*

*What have been the major achievements of the EKYSN?*

*What are the major barriers to effective implementation of the EKYSN?*

*Are there any other comments you would like to make?*

**Thank you for your contribution**



### **D.3 Discussion guide for Youth Workers**

#### ***The project***

The Allen Consulting Group has been commissioned by the Australian Government Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) and the Attorney-General's Department (AGD) to evaluate the extent to which the East Kimberley Youth Services Network is meeting its aims and objectives.

The evaluation will assess the impact EKYSN-related programs have had on preventing and reducing volatile substance use, reducing offending and re-offending, attaining better health and life outcomes for young people, and on community safety. It will also assess the impact the EKYSN has had on youth service delivery and infrastructure.

The findings of the evaluation will be used by stakeholders in the region to build a case for ongoing funding for the EKYSN, to make changes to the current model to improve its effectiveness and responsiveness, to inform the development and implementation of youth services models in other regions, and to inform the development of youth policies more broadly. It will also develop a performance tool to allow service providers to monitor the future effectiveness of youth prevention and diversion services in achieving better justice outcomes and reducing substance misuse.

#### ***The East Kimberley Youth Services Network***

The EKYSN was established in 2008 as a joint initiative between the Australian and Western Australian governments and the Shires of Wyndham-East Kimberley and Halls Creek, to provide a coordinated approach to youth services in the region.

The EKYSN aims to: expand the diversity and availability of existing youth services; identify service delivery gaps; implement new youth activities; facilitate community capacity building to support ongoing activities; and engage and support young people to transition from childhood into productive adulthood in East Kimberley communities by significantly increasing access to and engagement in meaningful structured activities.

#### ***Consultations***

An important input for the evaluation will be discussions with stakeholders including government agencies, service providers and non-government organisations. Nine communities in the East Kimberley will be visited in November as part of this project: Balgo, Billiluna, Halls Creek, Kalumburu, Kununurra, Mulan, Ringer Soak, Warmun, and Wyndham.

**Questions for discussion**

The following questions are provided to assist in guiding discussion.

*What has been your involvement with the EKYSN?*

*Are EKYSN activities well attended by youth at risk?*

*Are youth programs or activities running during times of most need? What happens when programs do not run over school holidays or certain evenings/days of the week?*

*What impacts (if any) have EKYSN-related programs had on offending, educational attendance, community safety, and on the general health and wellbeing of young people in target communities?*

*Is there adequate training and other mechanisms (induction programs, resources) in place to support youth workers?*

*What have been the major achievements of the EKYSN?*

*What are the major barriers to effective implementation of the EKYSN?*

*Are there any other comments you would like to make?*

**Thank you for your contribution**

## Appendix E

# Challenges faced in remote communities

### E.1 Challenges faced in remote communities

A brief description of the factors and challenges faced in the delivery of youth services and preventing/reducing volatile substance use (VSU) and youth offending in remote communities is provided below.

#### *Child abuse and neglect*

In 2012, the Western Australian Government released the *Wellbeing Monitoring Framework*. The report found that in 2009-10, 2.9 per 1,000 children were abused or neglected, showing an increase from 2.1 per 1,000 children in 2004-05. Aboriginal children were disproportionately affected with 20.6 per 1,000 Aboriginal children suffering abuse or neglect compared, to 1.6 per 1,000 children for non-Aboriginal children (Commissioner for Children and Young People 2012).

The number of interrelated contextual and individual factors that abused victims may experience includes exposure to violence, isolation and lack of positive relationships with adults. This can result in disengagement from the community and therefore, the services they provide. In addition, victims of abuse and neglect are at greater risk of inflicting pain on others and developing aggressive and violent behaviour in adolescence (Gilbert et al 2009; Haapasalo and Pokela 1999; Maas, Herrenkohl and Sousa 2008). Child abuse and neglect can be a contributing factor to youth VSU and offending behaviour.

#### *Alcohol and drug abuse*

In 2012, the Western Australian *Wellbeing Monitoring Framework* found that 84 per cent of those aged 12-17 had tried alcohol once before and that one in four current drinkers drank at levels that were considered risky (Commissioner for Children and Young People 2012). One of the most affected areas is the Kimberley region (Department of Health 2008). The proportion of the Kimberley population who have experienced short-term and long-term alcohol related harm was highest and second highest, respectively, among all Western Australian regions (Xiao et al 2008).

The consumption of alcohol by children and young adults can have detrimental effects on development, health and wellbeing, and social behaviour. In particular, alcohol and drug abuse is strongly linked with instances of crime, with a reported 50 per cent of disorder and violent offenders having consumed alcohol within 48 hours prior to arrest (Adams et al 2007).

Whilst some remote communities in the East Kimberley region are classified as 'dry' communities, alcohol and drug abuse are still considered a significant issue, particularly among youth.

### *Overcrowded housing*

Children and young adults living in remote areas are more likely to be living in overcrowded housing when compared to regional areas and metropolitan cities. The Australian Bureau of Statistics report *Aboriginal and Torres Strait Islander Wellbeing: A focus on children and youth* (2011a) showed that 58 per cent of children in remote areas were living in overcrowded dwellings compared to 26 per cent and 19 per cent for children in regional areas and major cities, respectively.

It has been shown that the poor living conditions that arise from overcrowding are associated with reduced health and wellbeing, including increased risk of infectious diseases, such as meningococcal, rheumatic fever, skin infections and diarrhoeal diseases. Moreover, the lack of space means that those living in crowded conditions are faced with an increased likelihood of mental health problems arising from reduced autonomy and psychological stress (Australian Institute of Health and Welfare (AIHW) 2011a).

It has been shown that overcrowded housing has negative implications on a child and young adult's education, health and wellbeing and employment. These factors increase the likelihood of an individual developing alcohol and other drug dependencies, and/or committing a crime.

### *Mobility*

Indigenous mobility and visiting relations is an important part of Indigenous culture as it creates bonds, which provide resilience in times of need (Australian Housing and Urban Research Institute (AHURI) 2007).

The temporary mobility practices of Indigenous people challenge traditional forms of service delivery, such as community-based youth programs. These service delivery challenges include:

- adapting to the service needs of a changing population or community;
- providing continuity of service delivery (local service provision); and
- redressing the marginalisation of mobile Indigenous people within the mainstream service sectors (e.g. allowing children to attend school and youth programs whilst visiting a community) (AHURI 2007).

Without proper provisions that accommodate for Indigenous mobility, constant travel between communities may reduce a child's attendance in school as well as reducing participation in community-based extra-curricular activities (e.g. football). In the absence of a regular routine and activities that engage youth in the community, there is potential for greater prevalence of drug and alcohol abuse, lower levels of educational attainment and higher crime rates.

### *Family and community violence*

In 2008, 31 per cent of Indigenous Australians aged between 15 and 24 had experienced physical and/or threatened violence in the last 12 months. This figure is 10 percentage points higher than those aged 25 years and over (ABS 2011b).

The negative implications of having experienced or witnessed family violence are extensive, ranging from short-term physical injuries to long-term mental wellbeing. Young Aboriginal and Torres Strait Islanders (aged 15 to 24) who had not experienced physical or threatened violence were less likely than those who had been victims, to:

- have not consumed alcohol at all in the last 12 months (42 per cent compared with 51 per cent); and
- report having used illicit substances in the last 12 months (19 per cent compared with 38 per cent) (ABS 2011b).

### *Characteristics of families*

The characteristics associated with Indigenous living arrangements are complex as they 'tend to be larger, non-nuclear and more fluid in composition' (ABS 2008). It is common for both adults and children to move around regularly as families are overlapping and include an extensive network of kin (Morphy 2006). These types of extensive family structures are more common in remote communities (Smith 2000).

Silburn et al (2006) found that family functioning has a strong association with the social, economic and psychological environment of the family and the wider community. Good family functioning is imperative for a child's wellbeing as it has far reaching implications on their emotional and behavioural outcomes. Any disadvantages felt by children as a result of poor family function have the potential to be improved through community functioning (ABS 2008).

### *Education*

Available data on the educational attainment of Indigenous Australians show a significant gap when compared to non-Indigenous Australians. The retention rate from Year 7/8 to Year 12 in 2012 was 49 per cent for Indigenous students compared with 81 per cent for non-Indigenous students (AIHW 2011b). In many cases opportunities for children and youth to engage in education are limited in remote communities, particularly with regard to secondary and tertiary education. Indigenous children and youth may also become disengaged from school for cultural reasons — for example, due to mobility of family groups or male initiation.

The engagement of children and youth in education is a critical part of preventing the development of antisocial behaviours, along with improving longer term health and wellbeing.

### *Employment*

As identified previously, Indigenous Australians face a range of obstacles, including low socioeconomic status and educational attainment, which are reflected in lower levels of employment. In 2008 the AIHW recorded that the labour force participation rate by Indigenous Australians was 65 per cent, compared with 79 per cent for non-Indigenous Australians. This gap between Indigenous and non-Indigenous Australians was apparent for all age groups (AIHW 2011b).

Employment has the potential to improve the socioeconomic status of the individual, improve health and wellbeing, and therefore reduce the rates of alcohol and other substance abuse, and instances of offending.

## Appendix F

### EKYSN youth service funding

#### **F.1 Funding agreements where FaHCSIA was a key funder**

Table F.1 provides a summary of FaHCSIA funded EKYSN related projects. The total amount of funding shown for each program is the aggregated funding over the financial years 2008-09 to 2012-13. In general, programs were not funded for each of those financial years.

Table F.1

## EKYSN RELATED PROJECTS FUNDED BY FAHCSIA

Provider Name	Project Name	Key outcomes	Funding period	Program / Measure	Total FaHCSIA aggregated funding (2008-09 to 2012-13 FY)
Shire of Halls Creek	Planning for Youth - Halls Creek	Activities to assist the development of a Community Action Plan for Halls Creek, including consultations with young people and youth service mapping.	2008-09	Indigenous Communities Strategic Investment	\$5,000
Shire of Wyndham-East Kimberley	East Kimberley Youth Services Network	Salary for a Youth Services Manager: <ul style="list-style-type: none"> <li>Network planning and coordination; and</li> <li>Fit-out of co-location space (10 workstations, hot desk).</li> </ul>	2008-09 2009-10 2010-11 2011-12	Indigenous Communities Strategic Investment	\$392,029
Shire of Halls Creek	Youth Services Network Coordination	Support for development of the Shire of Halls Creek Youth Services Network, including: 0.2 Youth Services Coordinator and 0.2 Community Manager (until end 09-10), travel, development of a shire youth strategy, travel for youth to hub. 1 FTE Shire of Halls Creek Youth Services Coordinator (2010-11).	2008-09 2009-10 2010-11	Indigenous Communities Strategic Investment	\$324,713
WA Football Commission	Expansion of AFL Activities in the Kimberley Region	Employment of a F/T Football Development Officer, 2 Indigenous positions, 3 League Administrators, to assist with delivery of AFL school activities in the Kimberley region. Delivery of coaching, umpiring and administrative training across the Kimberley (including West Kimberley). Delivery of school-based AFL programs across the Kimberley (including West Kimberley).	2008-09 2009-10	Indigenous Communities Strategic Investment	\$250,000
WA Football Commission	Expansion of AFL Activities in the Kimberley Region	Employment of an AFL Development Officer and Indigenous Trainee. Delivery of AFL administration workshops, Level 1 coaching courses and AFL Umpire workshops in the East Kimberley. Delivery of Be Active Workshops to East Kimberley Indigenous community-based recreation officers. Delivery of school-based and other AFL programs across the Kimberley (including West Kimberley).	2010-11	Indigenous Communities Strategic Investment	\$200,000

Save the Children	Waringarri Chilling Space and Risky Times Project	Initial set up and five months operational costs for the Chilling Space project opening three evenings per week. Funding for research into the late night street presence of young people in Kununurra (The Risky Times Research Report).	2009-10	Indigenous Communities Strategic Investment	<b>\$120,823</b>
Wirrimanu Aboriginal Corporation	Balgo VSU Engagement Project	Engage a qualified person to: develop and implement practical tools and strategies to address volatile substance use; and work with service providers to improve communication and coordination of services.	2009-10	Petrol Sniffing Strategy and Indigenous Communities Strategic Investment	<b>\$74,123</b>
Save the Children	Warmun Youth Dislocation Support	Employment of two early childhood workers to Kununurra to work with the Warmun Community for approximately one month in response to the Warmun floods.	2010-11	Indigenous Communities Strategic Investment	<b>\$61,659</b>
Save the Children	Warmun Youth Officers	Temporary relocation of youth worker to Kununurra to work with Warmun Community following floods in Warmun.	2010-11	Indigenous Communities Strategic Investment	<b>\$18,581</b>
Save the Children	Waringarri Chilling Space and Computer Access Project	Funding for 10 computers, computer software, internet connection, and 0.8 FTE worker (4 months).	2010-11	Petrol Sniffing Strategy	<b>\$36,300</b>
Wunan	Werlemen Program: Garma Festival and Educational Enterprise	Send up to 10 students and 4 staff members to the Yothu Yindi Foundation's Garma Festival in North East Arnhem Land from 5-8th August 2011 as an incentive for school attendance. Provision of funding for an Educational Enterprise Project which aimed to strengthen the capacity of the young women to make positive and healthy life choices as well as develop employment and social skills. Included funding for a video camera and art and jewellery supplies.	2010-11	Petrol Sniffing Strategy	<b>\$20,000</b>
Wunan	2011 East Kimberley Indigenous Hip Hop Projects Tour	Art-based workshops in East Kimberley communities using hip hop music, dance and safe-talk as tools to engage with young people.	2010-11	Petrol Sniffing Strategy	<b>\$50,000</b>
Gelganyem Ltd	Reconnecting Youth: Gelganyem School Holiday Program	Organise and deliver two back-to-country camps for young people during the school holidays. DCP funding to cover salaries of Project Manager and Project Officer (part).	2010-11	Indigenous Communities Strategic Investment	<b>\$21,419</b>
Wirrimanu Aboriginal Corporation	Balgo Stand Up for Life Project	Support for 14 young people and 14 adults from Balgo to participate in the Billard Blank Page Summit Hard Yarn from 25-29 July 2011.	2010-11	Petrol Sniffing Strategy	<b>\$75,320</b>
Warmun Community	Youth Program	Purchase equipment to support the delivery of youth diversionary programs to Warmun residents who have been re-located to Kununurra due to flooding	2010-11	Indigenous Communities	<b>\$5,000</b>



(Turkey Creek) Incorporated	Equipment	of their community. Collaborate with service providers to run a weekly program of youth activities to be held 4-5 times a week.		Strategic Investment	
Skill Hire	Halls Creek Youth Drop-In Centre Pilot	Pilot project for the Halls Creek Youth Drop-in Centre. Provision of services 3pm-8pm on Mondays and Tuesdays during school holidays to complement Shire youth service activities included funding for a range of program consumables such as: computer gaming equipment, pool table, table tennis table, board games, bean bags and BBQ.	2011-12	Petrol Sniffing Strategy	<b>\$5,000</b>
Shire of Halls Creek	Halls Creek School Holiday Program - Spices Circus	Engage Spices Circus over the January 2012 school holiday period to deliver a range of interactive skills and development workshops for young people. Funding for workshops, performances, airfares, travel, and incidentals.	2011-12	Petrol Sniffing Strategy	<b>\$15,290</b>
Save the Children	Waringarri Chilling Space Computer and Literacy Program	Funding for an IT Youth Worker (6 months), Indigenous trainee (6 months) and a literacy-based software program for the Waringarri Chilling Space Computer and Literacy Program.	2011-12	Petrol Sniffing Strategy	<b>\$68,670</b>
Skill Hire	Mobile Multimedia Youth Diversionary Unit	Funding to purchase Mobile Multimedia equipment for use by East Kimberley youth workers to provide diversionary activities for young people.	2011-12	Petrol Sniffing Strategy	<b>\$35,000</b>
Shire of Halls Creek	Halls Creek Youth Services Network	Halls Creek Youth Services Coordinator.	2012-13	Indigenous Remote Service Delivery Special Account	<b>\$171,500</b>

Source: FaHCSIA

## F.2 Funding agreements where AGD was a key funder

Table F.2 lays out financial details of funding agreements related to the East Kimberley Youth Services Network for which the Attorney-General's Department was a prime funder.

Table F.2

### EKYSN RELATED PROJECTS FUNDED BY THE ATTORNEY-GENERAL'S DEPARTMENT

Provider name	Project Name*	Key outcomes	Funding period	Program / Measure	Total AGD aggregated funding (2007-08 to 2012-13 FY)
Kalumburu Aboriginal Corporation	Kalumburu youth workers	Two youth workers (male and female) in Kalumburu. Funding included 2 second hand cars (troop carriers).	2008-09 2010-11 2011-12 2012-13	AGs - PSS initiatives	<b>\$949,055</b>
Miriuwung Gajerrong - Save the Children	Kununurra youth workers	Four youth workers in Kununurra. Funding included 1 car (troop carrier).	2008-09 2010-11 2011-12	AGs - PSS initiatives	<b>\$584,493</b>
Save the Children	Kununurra youth workers	Four youth workers in Kununurra.	2012-13	AGs - PSS initiatives	<b>\$244,000</b>
Shire of Halls Creek	Shire of Halls Creek youth workers	Five youth workers. 2 in Halls Creek (male and female), and 1 each in Mulan, Billiluna and Ringer Soak to develop and implement prevision and diversionary responses. Funding included 4 cars (troop carriers) and donga accommodation for youth workers in Ringer Soak, Billiluna and Mulan.	2008-09 2009-10 2010-11 2011-12 2012-13	AGs - IJP	<b>\$2,660,833</b>
Shire of Wyndham East Kimberley	Wyndham youth workers	Two youth workers (male and female) in Wyndham. Funding included 2 busses and 1 car (troop carrier).	2008-09 2010-11 2011-12 2012-13	AGs - IJP	<b>\$879,000</b>
Warmun Community Inc.	Warmun youth workers	Two youth workers (male and female) in Warmun. Funding included two second-hand vehicles (troop carriers).	2008-09 2009-10 2010-11 2011-12	AGs - PSS initiatives	<b>\$918,012</b>

Wirrimanu Aboriginal Corporation	Balgo comics and posters	Two sets of comics and posters on substance misuse from perspective of Balgo Community youth and adults.	2009-10	AGs - PSS initiatives	<b>\$160,511</b>
Wirrimanu Aboriginal Corporation	Balgo youth workers	Two youth workers (male and female) in Balgo. Funding included 1 vehicle (trope).	2008-09 2010-11 2012-13	AGs - PSS initiatives	<b>\$990,012</b>
Wirrimanu Aboriginal Corporation	Balgo youth centre	Construction of youth centre at Balgo.	2011-12	AGs - PSS initiatives	<b>\$1,300,000</b>
Wunan Foundation	East Kimberley hip hop	Hip Hop across the East Kimberley.	2008-09 2009-10	AGs - PSS initiatives	<b>\$78,319</b>
Wunan Foundation	Re-engage young women in education	Re-engage young women in education — Kununurra.	2007-08	AGs - PSS initiatives	<b>\$72,000</b>
FaHCSIA	Baseline community profiles	Baseline Community Profiles.	2007-08	AGs - PSS initiatives	<b>\$25,000</b>
Garnduwa Amboony Wirnan AC	State Indigenous Women's Leadership Workshop	State Indigenous Women's Leadership Workshop — East Kimberley.	2007-08	AGs - PSS initiatives	<b>\$25,000</b>
Skill Hire WA	Youth worker forum	East Kimberley Youth Worker Forum.	2011-12	AGs - PSS initiatives	<b>\$25,000</b>

\*Note: Project descriptions.

Source: FaHCSIA Notes: IJP = Indigenous Justice Program, PSS = Petrol Sniffing Strategy.

## Appendix G

### Self-reported attendance data

This appendix presents a summary of self-reported attendance data for selected youth activities. The Attorney-General's Department provided the information in this appendix.

Table G.1 presents a summary of attendance data for a number of programs, projects and activities in EKYSN communities.

There is a degree of comparability in the self-reported attendance data for EKYSN programs, projects and activities. However, there are also differences in the categories of data reported and in how data in a number of categories was reported.

Differences included reporting on the gender mix of participants and the percentage of participants who were Indigenous. In addition, the way in which the age of participants was reported also varied.

Reporting requirements request that service providers report the number of youth at risk who attend their activities. In most cases, service providers reported that all those who attended youth programs were at risk of contact with the youth justice system, and made no distinction between youth at risk and youth not at risk.

Table G.1

#### SELECTION OF PROGRAM/PROJECT/ACTIVITY PERFORMANCE STATISTICS

Region/ community	Program/Project/ Activity	Reporting Period	Number of Participants*	Ages of participants	% Indigenous	% Male	% Female
Balgo	Stand up for Life project	Feb 2012	28	36% young	93	32	68
East Kimberley Region	Save the Children	Jan-Jun 2011	354	25 and under	—	51	49
East Kimberley Region	Indigenous Hip Hop Projects Community Tours	May/June 2011	650	5-17	68	51	49
Halls Creek	Spices Circus School Holiday Program	Jan 2012	295	<18	—	51	49
Halls Creek	Drop in Centre	2012	163	10-17	100	60	40
Halls Creek	Youth Diversion Officer	2009	6837 contacts	25 and under	—	55	45
Kimberley Region	AFL Activities	Jul-Dec 2010	891	—	90	—	—
Kununurra	Waringarri Chilling Space - Risky Times	May-Aug 2010	130	Mainly 9-14	98	55	45
Kununurra	Waringarri Chilling Space - Computer Access Project	Jun-Sep 2011	128	5-18	100	70	30
Kununurra	Waringarri Chilling Space - Computer and literacy program	Jan-July 2012	153	5-18	100	55	45
Kununurra	Werlemen Program: Enterprise Project	2011	20	—	—	—	—
Kununurra	Werlemen Program:	2011	8	—	100	—	—

Region/ community	Program/Project/ Activity	Reporting Period	Number of Participants*	Ages of participants	% Indigenous	% Male	% Female
Health Lessons							
Kununurra	SWEK Youth Services Network	2010-11	234	Under 25	77	60	40
Warmun	Youth Program Equipment	2011	81	6-14	—	—	—
Warmun	Youth Dislocation project	Apr-Jul 2011	52	0-12	—	—	—
Warmun	Save the Children	Apr-Jun 2011	112	7-18	—	—	—
Warmun	Reconnecting Youth - Holiday Program	Apr/May 2011	16	5-16	100	69	31
Wyndham	SWEK Youth Services Network	2010-11	186	Under 25	94	44	56

Note: '—' indicates that data was not reported. \* Includes number of participants at risk.

Source: Youth service performance reports, Allen Consulting Group Analysis. Note: Some reports related to individual activities and some related to programs. Save the Children organised a set of programs, which may not be generally comparable with other performance reports.

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