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**REDFERN-WATERLOO HUMAN SERVICES  
PLAN**

**PHASE I**

**18 MONTH EVALUATION REPORT**

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**July 2008**

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# TABLE OF CONTENTS

	Page	
1	Executive Summary	4
2	Background	8
3	The Evaluation Framework	10
	3.1 The Methodology	
	3.1.1 The 10 Priorities	
	3.1.2 Performance Indicators	
	3.1.3 Reporting Format	
	3.2 Baseline Data	
	3.3 Anticipated Time Lags	
4	Demographic Data	15
5	Situational Analysis – The Broader Human Service Environment in Redfern/ Waterloo	17
6	Progress towards the 10 Priorities	21
7	Overview	50
8	Conclusions and Recommendations	56
	Bibliography	58
	Appendices	
I	List of Agencies Consulted	59
II	Logic Model for Human Service Plan Evaluation	60
III	Demographic Profile: Redfern-Waterloo	61

# 1 Executive Summary

The Redfern-Waterloo Human Services Plan was endorsed by the NSW Government in December 2005. An integral component of the plan was the commitment that the results of the Plan would be evaluated at regular intervals.

This report provides an initial 18 month Evaluation of progress in implementing the Redfern Waterloo Human Services Plan Phase One (HSP P1).

The Evaluation Framework utilises the ten priority areas in the Human Services Plan as ten overarching priorities to ensure that the ongoing monitoring of the success of the plan remains focussed on the core objectives.

The results based framework is designed to enable the provision of answers to the following questions:

- Have the strategies in the Plan been implemented?
- Has there been an improvement in long term outcomes for the population
- Has there been an improvement in key community outcomes?
- Are services working together more effectively?

This Evaluation Framework will enable the progress of implementing the plan to be evaluated at eighteen months (June 2007), three years (December 2008) and five years (December 2010).

Setting this Evaluation Framework in place at the beginning of the process and the regular monitoring and evaluation has provided the Redfern Waterloo Authority with the ability to:

- Provide a demonstrated accountability mechanism to Government and the Community
- Engage Government Human Services in the implementation of identified strategies and collection of performance data
- Establish a results based accountability framework that will drive service reform in both Government and Non-Government services
- Enable improved targeting of new service enhancements and reorientation of existing services

Phase One of the Human Service Plan is focussed on families and children, young people and Aboriginal people. Phase Two of the HSP will follow in 2008 and will continue the implementation of initiatives and also identify priorities and improve service delivery for migrant communities, the aged, people with disabilities and homeless people.

The Redfern Waterloo Human Service Plan Phase 1 has enabled an improvement in the delivery of services to the key target population in Redfern and Waterloo in a number of ways. The major successes have

been the multi-agency Case Coordination Project, the increased propensity of key human services agencies to work collaboratively and share information and the targeting of specific new initiatives in the area.

Many agencies such as the Department of Education and Training (DET) and Housing NSW have reported that the HSP and the ongoing implementation process had resulted in an improved working relationship with Redfern Police.

Redfern Police, by virtue of their 24 hour role in the community, are aware of how and where the human service network of services sometimes fails to meet the needs of young people and families in Redfern and Waterloo. The HSP has enabled increased engagement of the police service with human services and they have appreciated the increased ability to request assistance and make referrals.

In turn, agencies such as DET and Housing NSW have appreciated the support of Redfern Police in identifying children not attending school or assisting in improving community safety on public housing common areas.

As many agencies have observed, the willingness to work collaboratively has resulted in agencies improving their understanding of each other's roles, who to contact and how best to access support when required.

The Connect Redfern Schools as Community Centre project has also played a key role, operating in many instances as the "glue" connecting and involving the various government and NGO services in a range of strategies that address the needs of pre-school and school age children and their families.

Some agencies have used the Plan and the endorsement provided by the NSW Cabinet as leverage within their own agency to achieve the focus and commitment required to facilitate the implementation of new initiatives in the target area.

These gains have been made despite reservations that agencies have held about the role of the Redfern Waterloo Authority operating as a separate, place-specific, government entity. These reservations may have originated from initial concerns in regard to the budget autonomy of these agencies in relation to programs and services delivered in the area.

The separate status of the RWA has required the Reforming Human Services team to use levers other than budget to gain commitment of agencies to participate in collaborative planning exercises, case management of clients and to share information.

In evaluating the success of the Phase 1 Human Service Plan it is too early after 18 months to expect to observe evidence of improved population and community outcomes from the nominated performance indicators. The achievement of sustainable improvements in human service delivery requires a timeframe of five to ten years for the implementation of initiatives and measurement of their impact.

For most of the major strategies in the HSP P1, it will take some years before improvements in outcomes in areas such as literacy and numeracy, school attendance and retention, child protection and domestic violence are achieved and are captured in agency data sets.

Nonetheless, the majority of agencies indicated their support for the program of actions and strategies outlined in the HSP PI. The major issue that has been identified is the sustainability of focus.

Over the past two years there has been some reduction in the traction that the RWA has been able to achieve in gaining engagement and participation of agencies in collaborative projects. On 1 July 2008, the RWA Reforming Human Services team will be disbanding. The team has played a crucial role in providing a secretariat and coordinating function.

In order to work towards the achievement of the goals of the Human Service Plan Phase I, the following recommendations are made:

1. That the Redfern Waterloo Human Service Plan CEO's Steering Committee maintains its responsibility for overseeing the ongoing and sustained implementation of the Human Service Plan Phase 1;
2. The key interagency committees and taskforces are maintained or re-established. These include the HSP ISOG, Case Coordination, Child and Family, Youth Services and Drug and Alcohol taskforces;
3. The Youth Services component of the plan is revisited. This review should involve the key stakeholders and identify the major objectives, service gaps and areas of duplication, and develop a revised plan of action and timeframes;
4. Ongoing support for the Case Coordination Project be provided including the necessary capacity to support the level of demand for the service;
5. That the key outstanding actions in the HSP P1 are addressed.

These include:

- The development of a specifically tailored early childhood learning model for local Aboriginal families and children
  - A program to address the needs of the trauma and loss experienced by the "Stolen Generation"
5. That efforts are made to increase the engagement of young Aboriginal mothers and fathers in programs aimed at providing support for families and children;
  6. That agencies continue to collect and report on the set of HSP PI Evaluation Framework performance indicators.

The achievement of these recommendations will require key human service providers working in Redfern and Waterloo to take responsibility for leadership of some of these initiatives following the disbandment of the Reforming Human Services team.

## 2 Background

The Redfern Waterloo Human Service Plan Phase I was endorsed by the NSW Government in December 2005. The plan was developed with the aim of improving access to health, education, employment and other essential human services to people living in Redfern and Waterloo and the desire to improve both the quality and coordination of human services provided in the area. The key target groups for the Phase I Human Service Plan were children and families, young people and Aboriginal people.

The plan was designed with the aim of achieving key outcomes such as:

- Keeping families safe and children supported through the early childhood and schooling years;
- Improving the capacity of individuals to take advantage of employment opportunities;
- Creating opportunities for young people to live better lives by helping them stay in school and increasing access to education, training and employment;
- Reducing levels of anti-social and criminal behaviour;
- Delivering quality, culturally appropriate, accountable and well-targeted services to the Aboriginal community;
- Improving coordination, quality and reach of medical and mental health services;
- Improving the quality of, and accessibility to drug and alcohol rehabilitation services; and
- Improving the capacity of services to meet the needs of vulnerable people, including people with mental health and other problems.

The human service agencies that are actively involved in this plan cover three levels of government as well as non-government organisations. The major agencies include:

- Department of Education and Training/ TAFE NSW
- NSW Department of Community Services
- NSW Department of Health/ Sydney South Western Area Health Service
- Australian Department of Families, Housing, Community Services and Indigenous Affairs
- Sydney City Council
- Housing NSW
- NSW Department of Aboriginal Affairs
- NSW Department of Ageing, Disability and Home Care
- NSW Police
- NSW Department of Juvenile Justice
- NSW Attorney General's Department

In addition to these human service agencies the Redfern Waterloo Authority has been providing the role of coordinating activities. The RWA Reforming Human Services team has been responsible for coordinating the development of the plan, ongoing implementation and monitoring



progress. The Reforming Human Services team is proposed to be disbanded in July 2008 and its functions transferred to relevant agencies.

The Redfern Waterloo Human Service Plan Evaluation Framework for the Phase I Human Service Plan was developed in early 2006 and signed off by the Human Service CEO's at their meeting in November 2006. An overview of the evaluation framework is provided in Chapter 3.

The major human service agencies involved in the implementation of the plan are required to provide annual performance reports to the Redfern Waterloo Authority outlining progress in relation to the Action Implementation Schedule outlined in Appendix 5 of the HSP P1.

The Evaluation Framework proposed an ongoing reporting format to monitor the success of the plan with an initial evaluation report to be prepared after 18 months and further evaluations at three years and five years.

This report provides an evaluation of progress after 18 months

The Redfern-Waterloo Human Service Plan is one of three components of the overall Redfern-Waterloo Plan. The *Redfern-Waterloo Employment and Enterprise Plan* was approved by the Minister for Redfern in May 2006 and the *Built Environment Plan (Stage One)* was endorsed by the NSW Government in August 2006.

## 3 The Evaluation Framework

The methodology for the evaluation of the Phase I HSP is outlined in the *Redfern Waterloo Human Service Plan Evaluation Framework* (Gilbert R, 2006). In undertaking such an evaluation the Redfern Waterloo Authority is breaking new ground as no other such place management type project in NSW has attempted such a comprehensive evaluation covering three levels of government and a whole of lifespan population-wide approach.

### 3.1 The Methodology

#### 3.1.1 *The 10 Priorities*

The Evaluation Framework is centred around the 10 Phase I Priorities. These ten priorities, listed below, are used to set the structure of the evaluation to ensure the alignment of the evaluation with the Human Service Plan and puts the issues and concerns of the community at the forefront of the ongoing evaluation of the plan's success in working towards the achievement of these priorities. The Evaluation Framework provides for an overall assessment of success in achieving the goals of the Human Service Plan. It does not seek to evaluate the success of each individual strategy or project.

- 1 *Improve the Health and Well-Being of Children*
- 2 *Lift Local School Numeracy and Literacy Levels to at least the State Average*
- 3 *Lift Local School Attendance and Retention Rates to at Least the State Average*
- 4 *Improve Support for Vulnerable People*
- 5 *Reduce the Incidence of Family Violence*
- 6 *Increase Participation and Involvement of Young People in the Community*
- 7 *Increase Numbers of Young People accessing Employment and Training Opportunities*
- 8 *Reduce Drug and Alcohol Misuse*
- 9 *Reduce Offending and Recidivism*
- 10 *Build Community Capacity*

### 3.1.2 Performance Indicators

For each of the ten priorities a hierarchy of performance indicators has been constructed. The highest level indicators are **outcome indicators** which measure the change in high level population or community outcomes. Outcome indicators are numeric and a change in the indicator in the desired direction represents a positive result for the population or community. They generally have long timeframes before improvement is achievable. Examples include;

- Birth weight
- Literacy and numeracy rates
- School completion rates
- Youth employment rates
- Child abuse rates, and
- Criminal assault rates

It is notable that, since the Redfern Waterloo HSP P1 Evaluation Framework was developed in early 2006, the NSW Government has developed a *NSW State Plan* which includes similar targets and many of the outcome indicators selected in the Redfern Waterloo Evaluation Framework as key performance indicators for measuring progress in the implementation of the State Plan (Premier's Department, 2006).

Targets in the State Plan include:

- Reduce rate of crime by 15% by 2016
- Reduce violent crime by 10% by 2016
- Reduce rates of child abuse and neglect
- Increase the number of primary and secondary students exceeding national proficiency targets for literacy and numeracy by 15% by 2016
- Increase the proportion of students completing Year 12 or recognised vocational training to 90% by 2016
- Improve Aboriginal primary school literacy and numeracy rates
- Increase participation in volunteering, sports, cultural and artistic activity for people from low income, non-English speaking and Aboriginal communities

The next level of indicators are **intermediate or output indicators** which measure the delivery of the planned services by service providers within the area. They measure the amount of work done by agencies in delivering the key programs and interventions outlined in the HSP. Output indicators are also numeric and can generally be measured in short and intermediate timeframes. Examples include;

- Number of home visits
- Number of parents attending parenting classes
- Number/rate of children attending preschool activities
- School attendance levels
- Number of young people completing training programs
- Number of at risk young people supported via case coordination
- Number of young people attending mentoring programs

The third level of indicators are **process indicators** which monitor the progress of agencies in regard to the actions and strategies in the HSP for which they are responsible. Process indicators are of particular importance in the early phases of evaluation. They indicate the level of compliance with the plan and may identify areas where progress is delayed and strategies may need to be reworked, at a time when output and outcome indicators are not yet available. Examples include:

- Establishment of Family Violence Taskforce
- Recruitment of additional Aboriginal Community Liaison Officers
- Establishment of Early Intervention Team
- Development of transition to school guidelines for child care services
- Development of youth mentoring programs

### ***3.1.3 Risk and Protective Factors***

Many of the strategies in the HSP P1 were selected because they represent interventions which the evidence indicates can have an effective impact in reducing risk factors or promoting protective factors.

The evidence linking a range of risk factors and protective factors to long term population and community outcomes provides the base which links many of the actions and strategies in the HSP to the desired priorities or outcomes.

Examples of risk and protective factors are described below:

#### ***Individual Risk Factors***

Low birth weight, insecure attachment, poor problem solving and social skills, low self-esteem, school failure

#### ***Family Risk Factors***

Depression, substance abuse, family violence, neglect, poor supervision of children, long term unemployment

#### ***Community Risk Factors***

Mobility of population, social isolation, housing conditions, socioeconomic disadvantage

#### ***Service Risk Factors***

Insufficient, poor access, poorly coordinated

On the other hand, there are protective factors which can reduce risks, build family capacity and foster resilience so as to reduce the negative impact of events and reduce the likelihood of poor outcomes.

#### ***Individual Protective Factors***

Social competence and skills, school achievement, problem solving capacity, attachment to family, respect for the law

#### *Family Protective Factors*

Support and caring, family harmony and stability, strong family norms and morality

#### *Community Protective Factors*

Social networks, participation, cultural identity and pride,

#### *Service Protective Factors*

Positive school environment, integration of services, experienced and appropriately trained staff

Many of the strategies and actions in the Human Service Plan are targeted at reducing risks and increasing protection. Many of these developmental and early intervention strategies are aimed at achieving results over the life-cycle and seek to break intergenerational cycles of neglect and poor parenting which contribute to dysfunctional lives of young people and criminal and self-harming behaviour in later life. In so doing, the intention is to ultimately contribute to an improvement in the long term outcomes that are the priorities of the Human Service Plan.

### **3.1.4 Reporting Format**

A Reporting Format has been established to monitor performance in the implementation of the Redfern Waterloo Human Service Plan Phase I. Agencies are required to submit annual reports indicating performance against the action and strategies listed in the Action Implementation Schedule at Appendix 5 of the HSP.

Agencies are also required to provide data for the most recently available 12 month period for the relevant outcome, output and process indicators as outlined in the Evaluation Framework for which they are responsible, at 1 December each year.

The first major evaluation review of the plan is this one occurring at 18 months. Further evaluation reviews will be conducted at three and five years after commencement of the plan.

### **3.2 Baseline Data**

Following the identification of the outcome and output indicators in the May 2006 Evaluation Framework, agencies were asked to provide baseline data for these indicators. The provision of such data provides a clear baseline against which trends over time can be monitored.

The majority of agencies provided baseline data in December 2006. In general, performance indicators were selected for the Evaluation Framework on the basis that the data was already collected by agencies, rather than requiring them to institute additional data collection efforts.

The population base for many of the indicators was selected as the population residing in postcodes 2016 and 2017 for ease of identification.

There was some variation in the time period of the data provided, again depending on the source of data. The majority of data was for the 2005/2006 financial year (or the 2005 calendar year).

### **3.3 Anticipated Time Lags**

A major issue in respect of evaluating plans such as the Redfern Waterloo Human Service Plan which aim to improve opportunities and enable changed behaviour and outcomes at a population and community level is the time lag between implementing the various strategies and interventions and observing the results of these actions via the outcome measures.

To give just one example, the strategies targeted at pre-school children which the evidence suggests will result in improved literacy and numeracy, may take place in 2007 for children aged 3 to 4 years. The results for these children would not be captured until Year 3 at the earliest using the proposed HSP P1 Evaluation Framework outcome measures, at which time these children would be 7 to 8 years of age, ie a time lag of around 4 years.

## 4 Demographic Data for Redfern and Waterloo

The two inner city suburbs of Redfern and Waterloo are part of the Sydney City Council. The area is 3.1 square kilometres in size and bounded by the CBD to the north, Sydney University to the west, the newly redeveloped suburb of Green Square to the south and the inner suburb of Surry Hills to the east.

The area is characterised by a strong community spirit and strong attachment for the indigenous community of NSW. The two suburbs are also ranked high in terms of disadvantage with Waterloo being ranked 22 out of 578 postcode areas in NSW, and Redfern ranked 189 in Professor Tony Vinson's report on the distribution of social disadvantage (Vinson, T, 2004). The higher ranking of Redfern reflects the gentrification that is occurring in the suburb. In contrast, Waterloo is characterised by its very high proportion (67%) of dwelling stock owned by Housing NSW.

The 2001 Census indicated a population of around 17,000 for the area with approximately 11,200 people in Redfern and approximately 5,800 in Waterloo.

There were 928 families with children under 15 years old and a total of 1,765 children aged 0 to 14.

On Census night in 2001, a total of 311 people in Redfern and 411 people in Waterloo identified themselves as Aboriginal or Torres Strait Islander. Indigenous Australians comprise 4% of the total population of the two suburbs, compared to around 1% of the population for Sydney as a whole.

Children and young people aged less than 18 comprise 29% and 43% respectively, of Redfern and Waterloo's indigenous population

Since the Human Service Plan Phase 1 Evaluation Framework was prepared in April 2006, the preliminary results of the June 2006 Census are now available.

The 2006 Census results indicate that the population of Redfern Waterloo has increased to 19,990, an increase of 17.6%. This population data is presented in detail in Appendix Three. The major increase has occurred in Waterloo which has grown in population by 48% from 5,745 to 8,508 largely as a result of the new, medium density residential developments on the former industrial sites bordering on Green Square.

In 2006 there were 679 children aged 0-4 years living in Redfern Waterloo, an increase of 12%. There were 805 children aged 5-14, which represents a 30% decrease on the 1159 children aged 5-14 in 2001.

The number of dwellings has decreased by 12% to 4819 dwellings in Redfern and increased by 32% to 3,951 in Waterloo as a result of the afore-mentioned residential developments. The latter has resulted in a

reduction in the proportion of public housing in Waterloo from 67% of all dwellings to 45%.

The number of people identifying themselves as Aboriginal or Torres Strait Islander in 2006 was 626, representing a 14% decrease on 2001, and a proportion of the overall population of 3.1%. In this regard it should be noted that, although there has been a net relocation of Aboriginal families away from Redfern/Waterloo over the past five years, many of these families return to the area to access services including those provided by human service agencies.

In Redfern, families with children aged under 15 years represented 21% of the total 2,115 families in the suburb. This compares with 14% in 2001. Single parent families accounted for 5.5% of all families, a decrease compared to the 8.5% single parent families in 2001.

In Waterloo, families with children aged under 15 years represented 14% of the total 1,593 families in the suburb. This compares with 12% in 2001. Single parent families accounted for 5.5% of all families, a decrease compared to the 22.8% single parent families in 2001.

The changing demographic profile of Redfern and Waterloo is a key issue in the evaluation of the Human Service Plan. The various strategies and interventions in the plan are targeted at the population living in, and in some cases, visiting, the area. Anecdotal information suggests the population is quite mobile in this area. The 2006 Census indicates that 34% of the population living in Redfern and Waterloo were living at the same address 5 years ago.

The gentrification of the community can have an impact on community-wide indicators serving to obscure changes which may, or may not be occurring in sub-populations within the community, eg in relation to indicators such as unemployment levels.

Education data indicates that the population using the local government schools is highly mobile which clearly will have an impact in terms of the ability to achieve improved outcomes for children, and to monitor the impact of interventions over time. DET is addressing this issue through strategies that support areas of high mobility.



## 5 Situational Analysis

The NSW Cabinet Decision of 25 October 2004 approved the establishment of the Redfern Waterloo Authority and also approved the continuation of the NSW Premier's Department's Redfern/Waterloo Partnership Project (RWPP) until 30 June 2008.

The Redfern Waterloo Partnership Project was transferred from the NSW Premier's Department to the Redfern Waterloo Authority on 1 July 2005. Funding for the operation of the project until 30 June 2008 was also transferred to the RWA from the NSW Premier's Department at this time.

The role of the RWPP was adapted to align with the structure and responsibilities of the RWA with the primary focus being on the development and implementation of the Human Services Plan.

The Human Services Plan was developed in response to the 2004 Morgan Disney review which reported there was a very large number (102) of agencies providing human services in Redfern/Waterloo and that it was difficult for local people to negotiate the bureaucratic maze required to access these services. The Morgan Disney report called for better integration and coordination of both government and non-government services.

Along with improvements to service delivery the Human Services Plan also set out to improve the capacity of non-government organisations (NGOs) operating in the area to deliver better services.

Overall, the Human Services Plan was premised on delivering positive outcomes for the Redfern-Waterloo community, to be achieved through reforms to service delivery within existing resources.

The Human Service Plan is one of three major strategic planning initiatives for the Redfern Waterloo Authority (RWA). The RWA has also developed a Redfern Waterloo Built Environment Plan and the RWA Employment and Enterprise Plan. There are links between all three plans, particularly between the Human Service Plan and the Employment and Enterprise Plan which is enabling progress towards many of the Human Service Plan goals through the provision of employment and training opportunities for local people.

### **Redfern Waterloo Human Services Plan**

The *Redfern-Waterloo Human Services Plan* has been developed by the Redfern-Waterloo Authority in partnership with National, State and Local government agencies, service providers and the local community. The Plan is a framework for improving the coordination, quality and access to health, education, disability, transport, employment and other human services in Redfern and Waterloo.

This Plan forms part of a wider *Redfern-Waterloo Plan* being prepared by

the Redfern-Waterloo Authority (RWA) to revitalise the built environment, generate employment and enterprise and improve the delivery of human services.

The *Human Services Plan* was developed in phases. Phase 1 focuses on improving services delivered to children and families, Aboriginal people and young people around ten key outcome areas:

- Improve the health and wellbeing of children;
- Lift local school numeracy and literacy levels to at least the state average;
- Lift local school attendance and retention rates to at least the state average;
- Improve support for vulnerable people;
- Reduce the incidence of family violence;
- Increase participation and involvement of young people in the community;
- Increase numbers of young people accessing employment and training opportunities;
- Reduce drug and alcohol misuse;
- Reduce offending and recidivism; and
- Build community capacity.

On 13 December 2005 the NSW State Cabinet endorsed the release of the Redfern-Waterloo Human Services Plan Phase One.

The Human Services Plan Phase One consists of a range of strategies and actions covering the ten priority areas. These strategies comprise a mix of core business activities for the main human service agencies, new initiatives on the part of these agencies such as the introduction of sustained home visiting for teenage Aboriginal mothers by Sydney South West Area Health Service and a number of initiatives that were developed to address perceived issues specific to Redfern Waterloo.

A Chief Executive Officer (CEO) Steering Committee representing agencies operating in the area was established in May 2005 by the Minister for Redfern-Waterloo to oversee the development of the Plan. The Committee is chaired by the Redfern-Waterloo Authority and supported by an Implementation Senior Officers Group (ISOG) also chaired by the RWA.

Participating agencies include:

- The Department of Aboriginal Affairs;
- The Aboriginal Housing Office;
- The Department of Ageing, Disability and Home Care;
- The Attorney General's Department;
- The NSW Cabinet Office;
- The Department of Community Services;
- The Department of Education and Training;
- NSW Health;
- Housing NSW;
- The Community Relations Commission of NSW;
- The Department of Juvenile Justice;
- Redfern Police Local Area Command;

- The Redfern Waterloo Authority;
- Ministry of Transport; and
- NSW Treasury.

In terms of broader human service interagency coordination a Human Services Senior Officers Group covering South Eastern Sydney and the Inner West comprising the key NSW Government human service agencies also meets regularly to discuss issues covering this broader population catchment.

Phase 2 of the Human Services Plan will continue the implementation of Phase 1 and ensure consistency and complementarity between actions in the two phases. Phase 2 identifies eight priority areas as well as improvements to service delivery for older people, people with disabilities, migrant communities and homeless people. The priorities are:

- Improving dementia support;
- Improving service quality for migrant communities;
- Improving access to aged care and health services by Aboriginal people 45 years and older;
- Reducing homelessness;
- Improving identification of need and access to services for people with a disability;
- Reducing social isolation;
- Improving access to local and community transport for people who are transport disadvantaged; and
- Improving safety and amenity.

The Human Services Plan Phase 2 was endorsed by the NSW Human Services Cabinet Committee on the 29<sup>th</sup> May 2008.

### **Progress of the Human Services Plan Phase 1 to Date**

The RWA's experience since December 2005 has shown that service reform is a slow, challenging process. It involves the building of trust among the parties and a gradual acceptance by both funding agencies and funded NGOs that reform is not only necessary but fundamental to the improvement of service delivery outcomes for the community into the future.

Progress to date in implementing some of the reforms has been slower than anticipated due to a range of factors. It has become clear that without adequate facilities such as youth centres and community centres, significant improvements to service delivery cannot be achieved. It is imperative, therefore, that structural reform of services go hand in hand with improved community facilities.

The RWA, other State Government agencies, the City of Sydney and the Australian Government are working together to upgrade community infrastructure. This is reinforced by the Redfern Waterloo Partnership

Agreement signed between the Australian and NSW Government to cooperate on matters relating to Redfern-Waterloo.

The Human Service Plan is resource neutral for the human service agencies in that no additional resources were available to fund new initiatives. The Redfern Waterloo Authority however has contributed enhancement funding to fund a small number of time limited strategies that were instigated by the NSW Premier's Departments Redfern Waterloo Partnership Project such as the Youth Street Team, Case Coordination Project and Intensive Family Support Services.

Since the HSP was approved in December 2005, a significant event has been the development of the Waterloo Green Action Plan. This plan was developed in 2007 in response to local community concerns regarding antisocial behaviour and other related safety issues in the vicinity of Waterloo Green. To some degree the actions in this plan overlap with the Human Service Plan in the area of steps to reduce alcohol use in public places and to improve general amenity of a key public space.

The RWA Reforming Human Services team has had a core staff of three to four officers over the period of the HSP. The Redfern Waterloo Authority is currently considering its position in terms of the ongoing role of this team, particularly in the light of this evaluation report.. The RWA will continue to progress its Built Environment and Enterprise, Employment and Training strategies as well as continuing to play a role in the facilitation and evaluation of the progress of the Human Services Plan. The RWA Implementation Senior Officers Group (ISOG) will continue to meet to ensure that this effort is maintained.

Redfern and Waterloo will continue to change its demographic character over the period of the implementation of the Human Service Plan. The investment in, and redevelopment of, the residential building stock in the area is continuing the long term trend towards gentrification of the inner city fringe with resulting shifts in the community mix.

## **6 Progress Towards the 10 Priorities**

### **6.1 Improve the Health and Well-Being of Children**

Initiatives aimed at improving the health and well-being of children in Redfern and Waterloo are targeted at children in the early years of life in the HSP P1. In particular, health initiatives are targeted to new mothers in the antenatal period where there is scope to provide health education and support. Other interventions are aimed at increasing the availability and uptake of child care and pre-school activities including supported playgroups.

These strategies are based on international literature that indicates the effectiveness of programs in the early years of life that promote good parenting, positive child development, early literacy and good transition from preschool to primary school in terms of lifetime outcomes for children into adulthood.

One of the key strategies is the early engagement of new mothers in antenatal services, particularly those mothers who may be part of a moderate to high risk category such as teenage mothers, mothers with mental health or drug health issues and Aboriginal and Torres Strait Islander mothers.

SSWAHS has implemented a pathways team management model for new mothers whereby all new mothers receive a psychosocial assessment at the first antenatal consultation. The assessment enables the identification of moderate and high risk births. Risks include mental health, drug health, mothers aged under 20 years, Aboriginal and other factors which include domestic violence, disability, social isolation and homelessness. Moderate to high risk mothers are offered multidisciplinary team management with the aim of maximising care and support to families from the antenatal period through to early childhood.

Supported with funding from Families NSW, Sydney South West Area Health Service (SSWAHS) commenced universal home visiting of new mothers in 2002. Nurses offer a single home visit to parents shortly after discharge from hospital. The home visit includes a baby health check and an assessment of whether families require additional support and referral to other services. Early childhood nurses are supported by a multidisciplinary team including social workers, psychologists and Aboriginal health staff.

In recognition of the high risks associated with the large proportion of teenage and Aboriginal mothers in Redfern and Waterloo, as well as other parts of the inner city such as Glebe and Marrickville, SSWAHS undertook to commence sustained home visiting for mothers in the area with specific two year funding from the NSW Health Aboriginal Health funding program "Bringing them Home".

Sustained home visiting commenced in April 2007 and 9 young Aboriginal mothers received multiple home visits between April and June 2007. Sustained home visiting will enable the provision of ongoing home visits from an Early Childhood Nurse accompanied by an Aboriginal Health Education Officer from the antenatal stage through to two years for teenage Aboriginal mothers. Mothers are referred to this service by SSWAHS midwives and the Aboriginal Medical Service, Redfern.

SSWAHS has taken a number of steps to engage the Aboriginal community, particularly in regard to promoting the importance of early antenatal care including; attendance at Waterloo Green community days where SSWAHS Early Childhood staff attend and promote breast feeding and tobacco control.

Families NSW has funded the Inner City Mobile Playbus which provides supported playgroups in the Redfern and Waterloo areas and a consultancy aimed at assisting the Senior Officers Group in the implementation of the Human Service Plan strategies. Additionally Redfern/Waterloo is part of the broader implementation of a range of Families NSW strategies across south eastern Sydney including early literacy, transition to school and an Aboriginal Early Year project.

One of the actions listed in the HSP was to re-establish a Child and Family Interagency Group in Redfern-Waterloo. These interagency groups provide a valuable means of connecting key government and non-government agencies involved in the provision of child and family services in many local government areas in Sydney. A Child and Family Taskforce was operating in Redfern Waterloo several years ago and enabled agencies to keep up to date, and have input, on new initiatives and developments in the area. This group has not met for over two years.

Another recommendation in the HSP was the proposal to provide 100 additional affordable child care places in Redfern Waterloo for local children. This was intended to be implemented through funding to be provided to a major child care service to subsidise the provision of places at reduced cost. This has not been able to be achieved. This recommendation in the Human Services Plan should be reviewed in terms of its achievability within the budget neutrality of the plan. However the City of Sydney has provided an additional 8 places at the Redfern Occasional Care Centre.

There are two Aboriginal managed child care centres (Murrawina and Wunanbiri) providing up to 29 places for children living in Redfern Waterloo. As of January 2008 there are also Aboriginal playgroups in Redfern/Waterloo.

As a result of the redevelopment of Redfern Park the City of Sydney approached Housing NSW for assistance with alternative premises for the Redfern Early Childhood Centre. As a result Housing NSW has leased a building at Waterloo to Sydney South West Area Health Service.

Since the Human Service Plan was developed, the Department of Community Services has provided funding to SDN Children's Services to provide early intervention services in the Metro Central region as part of the Brighter Futures program. This program targets families facing problems which, if not addressed, are likely to escalate and affect parenting ability or a child's well-being. Services offered include home visiting and parenting programs.

It is too early in the life of the HSP to expect to be able to measure the impact of programs outlined in the plan. The early data is encouraging, however, indicating an improvement in the engagement of pregnant women in Redfern/Waterloo with 85% attending their first antenatal care before 20 weeks and the proportion of low birthweight babies decreasing from 2% to 1% between 2004 and 2005.

The proportion of children immunised at two years is also quite satisfactory at 91% in 2005. The data on mothers smoking during pregnancy indicates a rate of 14% for mothers from Redfern/Waterloo indicating the need for continuing efforts to promote the need for smoking cessation in pregnancy.

## 6.2 Lift School Numeracy and Literacy Levels to at least the State Average

The aim of this goal is to improve the literacy and numeracy levels of children attending the two government primary schools in Redfern Waterloo, namely Alexandria Park and Darlington schools.

The prime focus of the strategy and interventions is with pre-school children living in the area with the aim of increasing the number of local children attending supported playgroups and other pre-school activities and facilitating a smoother transition to school and engaging parents in these endeavours.

The average age of the cohort of children who are the target of these current strategies is around 3-4 years. It will be around 4 years before these children undertake the Year 3 BST tests. There is clearly a lag time before an improvement resulting from these current interventions could be expected. The mobility of these children must also be factored into any evaluation with DET information indicating that around 40% of children in Alexandria Park Community School relocate to a different school each calendar year.

Nevertheless, it is important to monitor trends in literacy and numeracy levels in this population as these are factors which are strongly positively related to good outcomes in later life, and while current efforts may not be able to tracked for the totality of the child population, positive benefits will flow beyond the boundaries of Redfern and Waterloo.

At Alexandria Park Community School and Darlington Public School, a major emphasis is placed on literacy and numeracy programs and Reading Recovery is being implemented for children who require additional assistance. Identification of children requiring assistance commences in kindergarten and the Learning Centre provides assistance to students in the early years.

The Department of Education and Training has developed a new initiative *Best Start* which provides assessments for Kindergarten students in public schools. The initiative, which is currently being piloted in a select number of schools, involves teachers assessing the early literacy and numeracy skills of each student individually and developing a learning plan. The aim is to find out each child's skills as they enter school and to tailor teaching to support individual literacy and numeracy learning needs. The *Best Start* Kindergarten assessment will come on line in 2009 at both Alexandria Park Community School and Darlington Public School.

Connect Redfern was established in June 1995 as part of the 'Schools as Community Centres' program, a jointly funded initiative of the NSW Departments of Education and Training, Health, Housing and Community Services. The service is based at the Alexandria Park School and, while it is not a direct service provider, it is the vehicle for much of the



interagency collaboration that relates to the provision of services for families and children.

Connect Redfern has been actively involved in a number of the strategies listed in the HSP including the development of strategies for communicating with parents to increase children's participation in childcare, supported playgroups and preschools and facilitation of interagency professional activities. There are now a range of playgroups operating on weekdays in the Redfern/Waterloo area and information on these and other supports for families such as parenting programs are communicated to families via Connect Redfern.

The Department of Aboriginal Affairs, in partnership with the Departments of Education and Training (DET) and Community Services (DoCS) in NSW and Family and Community Services and Indigenous Affairs (FACSIA) and Education, Science and Training (DEST) nationally, have identified successful early childhood learning models across Aboriginal communities in NSW which can be replicated or adapted to meet the local needs of children and families in the Redfern/Waterloo area.

The HSP listed the implementation of the Home Instructions for Parents of Pre-School Youngsters (HIPPY) program in Redfern/Waterloo among the key actions under Priority 2 of the Plan. This plan was developed for use in the La Perouse Aboriginal community. The funds allocated to the HIPPY program were used to train Aboriginal community members in the coordination of playgroups.

Work is currently underway in the development of an alternative program tailored to best meet the needs of Aboriginal families and children in Redfern/Waterloo. An Aboriginal Educator has been funded through Alexandria Park Community School to develop a specific program targeting 3-4 year olds. With the support of Connect Redfern, Aboriginal parents are being trained as play group facilitators at Alexandria Park Community School.

A meeting between relevant government stakeholders, local service providers, NGOs and community representatives was held to look at current early childhood learning services, programs and initiatives currently operating in the area, identify gaps and the level of community involvement and identify the next steps required to implement early childhood learning programs in Redfern/Waterloo tailored to meet the needs of local Aboriginal families and children. Currently a new proposal is in the process of development.

Other support for early learning was provided by the City of Sydney through a grant to Alexandria Park Community School to provide books to children in the school, and the RWA through financial support to Connect Redfern's Early Literacy Program.

### **6.3 Lift Local School Attendance and Retention rates to at least the State Average**

One of the major objectives of the HSP was to improve attendance rates at local schools and to aim to achieve a higher Year 12 retention rate for local children.

The data demonstrated that attendance rate of students at Darlington Public School was 92.8% (2006) and 92.1%(2007), whilst attendance rates decreased slightly in 2007 the school remains committed to the strategies they have in place such as transporting local students to school by the Darlington School Bus.

The data demonstrated that the attendance rate of students at Alexandria Park Community School was 89.3% (2006) and 75.8% (2007). While there are a full range of strategies being employed to address non-attendance, these are yet to be fully effective for a small component of the school population.

At Alexandria Park Community School a number of strategies have been developed from the supportive (prompt communication with parents in cases of non-attendance, monitoring and identification of patterns of non-attendance, referral to home/school liaison officers) to the proactive (working with families, provision of rewards for good/improved attendance).

Strategies in the HSP are targeted to working with non-attending children and their families via family conferencing and the development of alternatives to school suspensions for inappropriate behaviour. In addition to these the Alexandria Park Community School, Green Square and Darlington Public School have been targeting student leadership with a number of programs implemented including leadership programs for Aboriginal students. School staff members have been trained in Restorative Practices (a positive approach to managing inappropriate behaviours).

The opening of a suspension centre at Green Square Public School in June 2006 has provided the ability to offer an alternative to school suspension for children in Years 7-10 from Alexandria Park Community School. One of the key target areas for the Redfern Waterloo Case Coordination Project (described in Section 6.4) is school attendance for at risk children and young people.

There have been a number of joint initiatives between DET and Redfern Police targeting non-attendance of children and young people. As a result of programs such as the *Police in Schools* program, police officers are more likely to contact the local schools when they encounter children on the street during normal class hours. Redfern Police officers have referred a number of young people to the Case Coordination Program which has

enabled a multi-agency approach addressing non-attendance and strategies to be developed in association with children and their families.

Alexandria Park is part of the Schools in Partnership (SIP) program which aims to facilitate a greater involvement of families in their local school. It is considered that there is much scope for increasing the level of family involvement in Alexandria Park Community School.

Alexandria Park also participates in the Bemel-Gardoo project, which began in 2006 and was inspired by the Aboriginal and indigenous content statements in NSW 7-10 syllabus documents. This program has demonstrated beneficial outcomes including greater student engagement with Aboriginal knowledge, building collaborative links with Aboriginal communities and a greater understanding of, and respect for, Aboriginal knowledge, people and communities.

The school's project in 2007 involved Year 7 and 8 boys and the local Aboriginal men's group Babana working together to build a traditional stringy bark canoe (only men can make canoes under Aboriginal law). The female students involved researched and photographically documented the project.

Not only did this project succeed in strengthening the student's connection with, and attendance at, the school, it also won the Indigenous Prize at the 2008 Sydney Harbour Week Awards from the NSW Maritime Authority.

Transition to school guidelines for all local child care services were developed in 2004 through funding from Families NSW. These included specific guidelines for Aboriginal families and were implemented through Connect Redfern.

The Department of Community Services has advised that 30 Aboriginal staff from both DoCS and DET have been trained in Family Group Conferencing through Uniting Care Burnside's Institute of Family Practice. The next step is to identify those families who would benefit from this approach.

The School Transport Taskforce was established in 2006 and held two meetings and data was collected on student attendance patterns, home locations and government and non government bus services. The Taskforce has not met since 2006 when it was agreed that it was no longer required based on data indicating that the bus route was operating successfully together with the impact of alternative transport strategies.

## 6.4 Improve Support for Vulnerable people

The fourth priority in the Phase I HSP is to improve the capacity of human services in supporting vulnerable people in the community, and in particular those providing services for:

- families and children at risk
- the Aboriginal community
- people with mental illness, and
- drug and alcohol users

Some of the key strategies in the HSP in this regard are the development of early intervention services, the enhancement of funding to provide intensive family support, the introduction of a multi-agency case coordination program and improved integration of mental health and drug health services.

The Department of Community Services has enhanced early intervention services on a statewide basis. The Central Sydney CSC which includes Redfern and Waterloo in its catchment has established an Early Intervention Team with a manager and four caseworkers. The team has been established to support improved access to, and coordination of services to families in need of assistance and improved case management.

Early Intervention services are also being provided by SDN Children's Services through the DoCS Brighter Futures initiative as reported under 6.1. As at 31 December 2007 there were a total of 25 children in Redfern and Waterloo receiving support through the Brighter Futures program.

Funding was provided in 2003 to Barnados Australia to provide an Intensive Family Support program to Aboriginal families in Redfern and Waterloo. The program provides home visiting, case management, advocacy and court support for Aboriginal families.

### Case Coordination Project

The Redfern Waterloo Case Coordination Project was an initiative of the NSW Government administered by the Redfern Waterloo Authority in conjunction with the Redfern Waterloo Human Services Senior Officers Group. The project formally commenced in November 2005 as a pilot project with exemption provided by the NSW Privacy Commissioner to enable agencies to share client information on the basis of agreed criteria.

The aim of integrated case coordination was to assist children and families in situations where children and young people with complex needs were currently either the subject of fragmented service provision for several agencies or were "falling through the net" of these agencies. The Case Coordination Program (CCP) has been the subject of a separate independent evaluation (Deacon, 2007).

Between November 2005 and May 2007 a total of 35 clients were assisted through the CCP. The largest client group (20 clients) were aged 11-15 years, a further 8 females were 16 years and over and 5 clients were aged

6-10 years. Overall, 60% of clients were female and 83% were from Aboriginal or Torres Strait Islander background.

There were 8 government agencies involved and the agencies with the greatest involvement were DoCS, DET and Housing and, of the NGOs involved, South Sydney Youth Service and Barnardos Australia had the greatest involvement.

The evaluation of the CCP reported strong support for the model from both staff and clients. Over 90% of staff reported that the intervention resulted in improved well-being for clients, through improved housing, health, family functioning, school attendance and reduced overall risk levels (Deacon, 2007).

At the time of referral, clients and their families were facing numerous, complex, difficult and often entrenched problems. The evaluators provided an analysis of the outcomes for each client or client unit included in the CCP. Results were graded as positive, mixed, ongoing, status quo and negative. Based on the data analysis the evaluators found that overall;

- 18% of CCP client units had positive outcomes recorded
- 45% of CCP client units had mixed outcomes recorded
- 27% of CCP client units had ongoing outcomes recorded
- 9% of CCP client units had status quo outcomes, and
- 0% of CCP client units had negative outcomes recorded

Mixed outcomes indicated there was positive change for the client but also some persistent negative behaviours or situations.

The staff involved in the project reported more positive outcomes with 94% reporting that clients overall well-being had improved as a result of the CCP interventions. The majority of staff (80%) reported that the CCP had resulted in improved cross-agency communication and sharing of information, understanding of other agencies roles and responsibilities and their working relationships.

The major conclusions of the evaluation of the CCP were that:

- the privacy exemptions granted by the NSW Privacy Commissioner were a necessary component of the effectiveness of the program in enabling agencies to share confidential information;
- regular meetings of the Operational Managers Group were required to effectively coordinate the intervention;
- dedicated case coordination staff were required to enable a sustainable capacity to support the initiative; and
- the "host" agency for the CCP should be "neutral" and independent of the core human service agencies responsible for delivering services to this client group (Deacon, 2007).

The Case Coordination Program continues to operate with a project worker working two days per week under the administrative responsibility of the RWA and monthly meetings of the Operational Managers Group.

Another key strategy within this priority area was the collaborative working of health and housing agencies in the support of people with mental health problems. A small number of public housing tenants who have mental health problems in Redfern/Waterloo received support through the Housing and Accommodation Support Initiatives (HASI). These packages provide home visits for public housing tenants coordinated by Housing NSW in partnership with Sydney South West Area Health Service.

These agencies are also meeting on a monthly basis as part of the Joint Guarantee of Service to support people with mental health problems living in public housing in Redfern/Waterloo. Both agencies reported that this collaboration was working well as a result of the commitment to ensure regular meetings and open communication. Any current issues are related more to the level of resources available to support people with mental health issues living in the community in terms of ongoing maintenance, as opposed to, at times of crisis.

Housing NSW through its local Client Service Teams in Redfern/ Waterloo also undertakes early intervention in the form of sustaining tenancies of vulnerable clients with complex needs through the identification of support needs and referral to appropriate agencies.

The Department of Aging Disability and Home Care (DADHC) has met with the Schools as Community Centres (SACC) Coordinator to identify key supported playgroups and strategies to improve links between assessment and early intervention services and early childhood groups in the Redfern/Waterloo area. As a result, representatives from the DADHC Early Intervention Team have attended various supported playgroups on a rotational basis over three terms and the SACC "Play Days" which are held three times a year.

DADHC continues to attend the three-monthly SACC committee meeting and participates in the planning and support of local service providers and schools in providing services to children with and at risk of onset of developmental disabilities.

DADHC also participates in an intensive family support program for Aboriginal families coordinated by Barnardo's. DADHC therapists have been attending Kidspeak BBQ's since March and are planning future initiatives with this organisation. DADHC also provides a casework consultant for the Case Coordination project. The outcomes of these initiatives are in line with improving capacity for earlier identification and support for children with disabilities. These initiatives have facilitated a regular presence in the local Aboriginal community, increased the knowledge of families to the availability of services and assisted in the identification and referral of children and families who may eligible to receive services.

The Department of Aboriginal Affairs has conducted an audit of existing protocols for dealing with the grief and trauma and issues affecting the Stolen Generation and has identified that there are no existing protocols

to use as the basis or model for working with the local community. The department is currently planning a Sorry Business forum to be held in Redfern/Waterloo to discuss next steps in the development of such a protocol with local community leaders and Elders.

Sydney South West Area Health Service has taken a number of steps to improve the integration of its mental health and drug health services as recommended in the Human Service Plan.

Primarily the care pathways for both services have been reviewed and substantially streamlined to remove some of the barriers for dual clients. As a result community mental health clients are now able to be referred to drug health services directly by the case manager, significantly improving flexibility and ease of access.

The Resource and Education Program for Injecting Drug Users (REPIDU) service based in Pitt St has enhanced the clinical services provided at its Redfern location. The multidisciplinary team provides a primary health function including screening and management of blood borne viruses and can now provide assessment and arrange for direct referral of clients to the McKinnon Detoxification Clinic as a result of the development of the improved referral pathway.

The Drug Health and Mental Health services are also now trialling the operation of a combined consultation clinic whereby mental health staff attend drug health clinics providing consultation liaison and drug health staff attend mental health clinics providing liaison.

The focus on Redfern and Waterloo that has been provided via the HSP has enabled local mental health services including NGOs to attract additional resources. The SSWAHS community mental health team has been able to recruit a full-time Clinical Nurse Consultant to the Redfern Health centre which has enabled the service to extend its intake hours of operation from 5 hours per day to 8 hours per day.

Redfern/Waterloo has attracted funding from the Headspace national youth mental health program to both the SSWAHS Youthblock service and South Sydney Youth Service, as well as funding for a outreach youth worker for a new first episode psychosis and substance abuse comorbidity program. The RWA was a member of the consortium that applied for this funding and is also represented on the Management Advisory Committee.

## 6.5 Reduce the Incidence of Family Violence

A major goal of the plan is to work towards reducing family violence in the community in Redfern and Waterloo. The strategies in the plan are focussed on strengthening community based anti-violence education and prevention initiatives.

The majority of the actions have been achieved as planned.

The Redfern Waterloo Family Violence Taskforce was established in 2005. The Taskforce has completed a review of the nature and extent of family violence in Redfern/Waterloo, overseen the development of a research report into best practice models, completed a mapping of current services and completed a framework for action directed at developing effective responses to family violence, supporting survivors, targeting perpetrators and measuring efforts and outcomes.

The RWA and DoCS hosted a Family Violence Networking event in March 2007 that brought together numerous organisations that provide frontline services in relation to addressing family violence issues. Housing NSW contributed funds towards the cost of the event. This event resulted in the development of the 2007/08 Family Violence Action Plan which is being progressed.

The *Blackout Violence* program was also established in 2005 by the Inner City Domestic Violence Action Group and is an ongoing program supported by the Redfern Waterloo Family Violence Taskforce.

Redfern Police has recruited four Aboriginal Community Liaison Officers who are based at Redfern Police Station.

The RWA and DoCS provided funding and support for the *Babana* Aboriginal Men's group to host a two day forum in February 2008 that focused on the issue of family violence and identified ways to improve support services for Aboriginal men. Over 40 men attended this event and a list of key issues the men want to further tackle was compiled by the group. The group continues to meet monthly basis and is working through these issues.

Alexandria Park Community School, Darlington Public School and Green Square Public School all provide anti-harassment and anti-bullying programs which are embedded within the curriculum in each year as part of the Personal Development, Health and Physical Education Key Learning Area. In addition, targeted workshops are provided for boys in Year 9 for one hour per week. The school uses outside agencies such as the Redfern Police Youth Liaison and Aboriginal Community Liaison officers and Aboriginal Medical Service to deliver education programs.

The RWA and DoCS co-funded training in Dadirri - Deep Listening in Indigenous Counselling Skills Training by Gnibi College, Southern Cross University in June, 2008. This five day training course was offered free of charge and provided resource tools to aid the educational / healing



process for those working with clients for crisis intervention, counselling or longer term healing interactions. Feedback indicated that the workshop was extremely beneficial and highly regarded by the participants.

The one action that has not been achieved is ensuring access to crisis and alternative accommodation. The Family Violence Taskforce has reviewed this action and has recognised that this action will require additional funding to achieve. The provision of adequate crisis accommodation for women seeking refuge from domestic violence represents an ongoing issue requiring consideration of human service agencies in Redfern/Waterloo.

It is anticipated that the impact of these programs may take some time to show any result in reduced levels of domestic violence in the community, however these programs have raised awareness regarding the issue in the Redfern Waterloo community as well as providing the platform for further collaboration and action between agencies.

A Family Violence position has been established at Mudgin-Gal Women's and Children's Centre funded by the Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs.

There was a slight upward trend in the number and rate of reported domestic violence related assaults and apprehended violence orders (AVOs) issued between 2004/05 and 2006/07. As with other outcome indicators in the HSP P1, it is anticipated that any strategies being introduced to reduce violence in the area would take some time to demonstrate any impact. It is clear that the focus needs to remain in this area and that improvement may take some time to achieve.

## **6.6 Increase the Participation and Involvement of Young People in the Community**

The aim of this goal was to engage the young people of Redfern and Waterloo by offering a range of activities designed to enable the development of new skills and abilities. Previous surveys had identified a lack of affordable and attractive recreational and sporting activities. In particular, parents and young people have requested improved access to more activities for young people after school, on weekends and during holidays. Such activities need to be affordable and allow young people to learn new skills in a safe and supportive environment. The lack of such opportunities has been identified as one factor contributing to unsupervised young people engaging in antisocial behaviour in public places.

At the 2006 Census there were 805 children aged 5-14 living in Redfern/Waterloo, which represents a 30% decrease on the 1159 children aged 5-14 in 2001.

Following the Morgan Disney review of human services in Redfern Waterloo in 2004, which found that, while local youth services were well resourced, there were systemic weaknesses including a lack of formal and jointly developed protocols. Since then the Redfern Waterloo Authority has been working with the local youth service NGOs with the aim of improving coordination, accountability and more streamlined access for young people.

The major strategies in the Human Service Plan involve the reconfiguration of services and development of three distinct youth service precincts, development of single access points for young people, the development of shared arrangements for the provision of weekend activities in local youth centres and the development of Agreed Service Specifications for each funded program and service.

The Plan-it-Youth mentoring program has been established by DET. The program matches specially trained adult mentors from the local community to work with young people (Years 9 and 10) who are at risk from leaving school early. The program was implemented in 2006 with a coordinator working two days per week. Alexandria Park Community School and Green Square Public School also provide a youth mentoring program (AIME) in conjunction with Sydney University.

A Youth Precincts Taskforce was established in 2005 by the RWA. This group met on a monthly basis until October 2006, when agreement in principle was reached by the PCYC, The Fact Tree, South Sydney Youth Service and the City of Sydney in relation to proposed co-location options.

Service specifications have been developed for NGO youth service funding agreements with DoCS with the aim of improving accountability for youth service funding. These will be incorporated into funding agreements from 2008/09.

The formation of three youth service precincts has not been fully implemented. The youth precincts service model originated from consultations and work done by the RWA following the Morgan Disney review. The aim of the service model was to develop precincts or hubs providing clusters of like services and thereby reducing duplication of services and administration and better matching of resources and services to the needs of individual clients.

The proposal was for services to be based at three defined youth precincts; Redfern West, Waterloo and Redfern East.

The Redfern West precinct would focus on cultural and education programs and be located in the Redfern Community Centre situated at the Block in Redfern.

The Redfern East precinct would focus on recreation, sport and activities and be located at the Police Citizens Youth Centre (PCYC).

The Waterloo precinct would focus on support and therapeutic services and be located at Waterloo Oval. It was proposed that the Fact Tree Youth Service co-locate with South Sydney Youth Service at this location.

This reform has not occurred, however much work was undertaken by DoCS, the RWA with relevant NGO's and the City of Sydney in investigating the possibility of co-locating the Fact Tree's drop-in service with South Sydney Youth Services in the refurbishment of the youth facility at Waterloo Oval to physically deliver one of the Waterloo precinct as outlined in the Plan. The proposal was carefully considered by the City of Sydney and found to be not viable in relation to the footprint of the property and the additional floor space required to locate the two services at this site.

The RWA Board has also resolved to make a contribution of \$500,000 to the Indigenous Land Corporation towards the construction of the sport and recreation centre component to be included in the National Indigenous Development Centre. This new facility at the former Redfern Public School site will become a one-stop shop for youth services in accordance with the Plan. The proposed facility forms part of the Indigenous Land Corporation's \$30 million development of a National Indigenous Development Centre at the former school site. Completion of this facility is scheduled for August 2009.

An overall cost analysis for the reconfiguration of youth services has not been completed, however costings for the Waterloo Oval co-location proposal were developed.

The lack of progress in the implementation of the proposed reform of youth services as set out in the Human Services Plan can be attributed to a number of reasons. Firstly, the rationale for the reform and the conceptualisation of the precinct model may not have been sufficiently clear to all stakeholders and not all stakeholders were comfortable with

the model proposed for varying reasons. Secondly, substantial time was consumed in building rapport and support for the proposed changes. Thirdly, the lack of appropriate facilities available in the desired locations to be able to physically co-locate services, and fourthly the need for additional resourcing to enable some of the objectives such as the provision of service availability and activities after hours and on weekends, have constrained the implementation of the proposed reforms.

The Midnight Basketball tournament involving all local youth services has been successful in engaging local youth. Funding has been provided by the City of Sydney, Attorney Generals Department, DoCS and RWA to support the program since its inception in 2005.

The Police Youth Community Referral Project is a collaborative project between Redfern Police, NSW Department of Community Services, South Sydney Youth Services, Central and Eastern Sexual Assault Service and the Redfern Waterloo Authority. This resource assists Police attached to the Redfern Local Area Command to provide information and advice to young people who may need youth services assistance as well as for Police to be able to refer young people to appropriate and accessible services in the area. This project commenced in 2007.

Overall, despite the lack of progress in implementing some of the reforms to youth services identified in the HSP P1, there has been a significant improvement in the level of collaboration and working together between the youth services and key government agencies such as DoCS, Police and RWA. This collaboration has resulted in successful ventures such as the Case Coordination Project, Midnight Basketball and the Police Youth Community Referral Project.

The HSP Evaluation Framework recommended that the monitoring of process and output indicators as described above be complemented with input from local young people via focus groups. These focus groups have not been conducted as yet, due to the fact that this aspect of the proposed reform has not yet been achieved.

Redfern Police has provided a youth mentoring program for a number of years. In the past this has been conducted through camps and holiday programs. In partnership with Barnardos Australia, Redfern Police has revamped the program to provide an annual structured program providing a series of focussed workshops for young people with the emphasis on teaching life skills.

Redfern Police are still the predominant human service engaged with local youth after hours. The four FTE Aboriginal Community Liaison Officers and 1.5 FTE youth liaison officers provide a rostered after hours and weekend presence in the community. The lack of after hours recreational activities is still a major gap in services identified by the Police service.

Fourteen government services and NGO's have indicated their commitment to becoming a part of the Police Youth Community Referral network.

A database of the participating organisations outlining the available services for young people was developed by the RWA as a resource for use by Police in conjunction with the project. The completed database has been transferred to Police for their ongoing management and implementation.

The RWA also provided funding for the printing of the referral advice cards for use by Police and Streetbeat to provide information to young people about the local services involved in the program.

The Redfern Waterloo Case Co-ordination Project has also provided increased opportunity for children and young people who are considered to be at risk to increase their participation in the community through involving them in a range of activities and programs.

The RWA funded the South Sydney Sports and Health Coordinator position based at Alexandria Park Community School in 2005, 2006 and co-funded the position with the NSW Department of Education in 2007 to provide sporting and recreational programs to students at the Darlington Public School, Alexandria Park Community School and Green Square School. This position has been sustained by the schools and is still currently delivering excellent results.

## **6.7 Increase Numbers of Young People accessing Employment and Training Opportunities**

A key objective of the HSP, and one that is linked to the RWA Employment and Enterprise Plan, is to enable the increased provision of employment and training opportunities for young people in the Redfern Waterloo area.

2006 Census data indicates that unemployment is higher in Redfern-Waterloo than the State average (5.2%) with 8.8% in Waterloo and 5.9% in Redfern. The labour market participation rate in Waterloo was 44.4% compared to 52.5% for Redfern and a NSW average of 64.5%.

Young people and, in particular, Aboriginal people in Redfern-Waterloo experience high levels of unemployment and non-involvement in the workforce. In 2006 the unemployment rate for 15-19 year olds in Redfern/Waterloo was 20% and 8.3% for 20-24 year olds. 62% of the local Indigenous people are not in the labour force and the rate of unemployment for Aboriginal people is 31%. A substantial proportion of students attending the local secondary school are leaving before Year 12.

As a result there is an increasing emphasis on the provision of pre-employment and vocation training for students who have left school early, and also through the Vocational Education and Training (VET) program for students still at school, by TAFE and other agencies including the RWA.

Alexandria Park Community School has also been accepted as part of the Board of Studies trial to extend Vocational Training to Stage 5 students. The school provides pre-apprentice training in a variety of areas including business, retail, mechanics, sport and recreation, construction and horticulture.

In 2007, the Sydney Institute, TAFE provided enrolments in VET programs in school for 33 students from Redfern and Waterloo and a further 51 enrolments for young people from Redfern and Waterloo in pre-employment education and training. Of the latter enrolments, 42 were at the Sydney Institute. The Sydney Institute Outreach program provided an additional 20 enrolments in 2007 for young people from Redfern and Waterloo.

In addition to the these programs run by the TAFE Sydney Institute, the RWA has been responsible for establishing an Aboriginal Employment Model that has brokered employment opportunities for 240 Aboriginal people in the construction industry over the past 18 months. The model aims to facilitate the employment of Aboriginal trainees through the assistance of RWA in recruiting, providing pre-apprenticeship training and ongoing mentoring support. The range of employers making use of the Model is extending into other sectors of government.

A key component of the Model is the provision of pre-apprenticeship training that RWA facilitates through its partners. The RWA Training, Enterprise and Employment team has enabled the provision of training for

Aboriginal people through its partnership with Registered Training Organisations (RTOs) in both construction and hospitality. A total of 90 people, predominantly from Aboriginal backgrounds have received certificates in hospitality through the 8 week course provided at Yaama Dhinawan training centre in North Eveleigh.

A further 45 Aboriginal people have successfully completed training courses in construction at the Les Tobler training centre in North Eveleigh.

In partnership with RTOs including South West Sydney TAFE and My Gateway, the RWA has provided training facilities and recruitment, mentoring and other support for trainees.

The brokerage model implemented by RWA represents a successful model for training and developing employment opportunities for Aboriginal people that could be replicated in Aboriginal communities in other parts of NSW. The RWA has developed a culturally appropriate training program within a culturally appropriate training environment for Aboriginal people. The provision of ongoing mentoring and support is central to the success of retaining Aboriginal people in employment.

The employment brokerage program has been so successful that the service is now receiving requests from a broader range of companies in the construction field including the City of Sydney and private companies. Opportunities exist to expand the model further into the logistics and warehousing sector and take advantage of Redfern/ Waterloo's strategic location between the Sydney CBD and airport.

The *Dare to Lead* project is a partnership project between the Dubai Port World management and staff and the Alexandria Park Community School. The RWA are a key partner and will provide work/mentoring experiences. The aim of the project is to provide support and work experiences for Aboriginal students to stay in school and find a pathway to training and employment. Work experiences occur in the school and on the job.

The Redfern Waterloo Authority has also established the Aboriginal Business Service and the RWA Redfern Business Service which provide free business advice to local enterprises.

To date, the service has advised on a wide range of business initiatives from cafes to driving schools. Over the 2 years that the service has been operating, the business consultant has assisted over 70 potential or existing enterprises.

## 6.8 Reduce Drug and Alcohol Misuse

Priority 8 in the Human Service plan seeks to reduce the misuse of alcohol and drugs in Redfern and Waterloo. The misuse of alcohol and drugs has been identified as one of the major social problems in the area and one that impacts on the health and safety of the broader community.

The strategies identified in the plan cover the spectrum from preventative and early intervention approaches to providing more accessible treatment programs.

The Redfern Waterloo Drug and Alcohol Taskforce has not reconvened as recommended in the HSP. The Taskforce was tasked with the responsibility of developing strategies and an implementation plan for addressing drug and alcohol issues in Redfern/Waterloo.

Despite the taskforce not being convened as planned, community meetings were held in June 2007 to address community concerns around drug and alcohol issues on Waterloo Green and from this process the Waterloo Green Action Plan was developed. This plan includes a range of solutions that focus on reducing the misuse of drugs and alcohol as well as increasing social amenity and community safety in the area and involves a whole of government collaborative approach.

As a result of this process, the Redfern Waterloo Community Drug Action Team (CDAT) was re-formed in early 2008 to tackle both drug and alcohol issues in the area. To date the CDAT has developed a program of community BBQ's to provide outreach services to street drinkers and information to interested residents and community members and has successfully applied for and received funding for specific projects to further address this issue. The CDAT replaces the former Redfern Waterloo Drug and Alcohol Taskforce. The CDAT will focus on alcohol and drug issues across the whole of Redfern and Waterloo.

The task of reducing the anti-social behaviour associated with excessive public drinking is a key focus of the Waterloo Green Action Plan. This issue continues to be a concern for local residents and, while solutions are not readily identifiable, interagency collaboration is required to oversee the implementation of the actions identified in the Waterloo Green Action Plan.

A proposal to develop a Dry Alcohol Facility providing day activity centre for Aboriginal men in Redfern/Waterloo has been developed jointly by the City of Sydney and RWA. The project has received support from Housing NSW in the form of a building, funding from RWA for the required refurbishment of these premises and submitted to the Commonwealth Government for possible recurrent funding to operate the service.

A major recommendation was the development of an accessible community health facility delivering primary health services. This has been actioned and funded through the sale of the Rachel Forster Hospital Site negotiated by the RWA in 2008, and a new \$10 million community



health centre located at the former Redfern District Court site in Redfern St is due to become operational in the first half of 2009.

The facility will provide a range of services including health assessments, health education, counselling, referral, early childhood and family support, mental health, drug health, sexual health and women's health services. Assessment and referral will be provided for health services provided by Sydney South West Area Health Service (SSWAHS).

The Resource and Education Program for Injecting Drug Users (REPIDU) service formerly based in Pitt St will relocate to this site and will provide assessment and referral and primary care services for drug health clients. The SSWAHS Drug Health Service has developed stronger links with local Aboriginal organisations through the employment of an Aboriginal project officer and an Aboriginal case worker. Coordinated case management is provided in conjunction with the Aboriginal Medical Service, Redfern.

Drug Health Services commenced an Aboriginal Women's Group at Royal Prince Alfred Hospital in 2005 to provide support and case management to Aboriginal women in treatment and their families. Currently 23 per cent of women in drug treatment at RPAH are Aboriginal.

Drug Health Services Perinatal and Family Service also provides support, case management and links to Antenatal, Maternity and Postnatal services for women with substance use issues.

The City of Sydney has developed a Drug and Alcohol Strategy which aims to reduce drug and alcohol related harm and improve access to information on these harms. Drug Awareness events have been held at the Redfern Community Centre in partnership with SSWAHS. The Council has also delivered a number of drug and alcohol related education programs through its youth services.

Alexandria Park Community School has access to a drug and alcohol counsellor one day per week to provide education and counselling in small groups and with individuals, as part of the Personal Development, Health and Physical Education Key Learning Area. The Aboriginal community has been consulted regarding the delivery of culturally appropriate drug and alcohol education programs provided to young Aboriginal people in schools.

Protocols for post discharge of at-risk mothers are in place for mothers giving birth at Royal Prince Alfred Hospital. A pathway has been developed for at risk mothers and fortnightly case management meetings are held at the hospital. In 2005/06 the Sydney South West Area Health Service provided intensive client care to around 50 women from Redfern/Waterloo. Interventions included antenatal care, commencement on drug health treatment and assessment of general health and well-being.

There are no direct outcome indicators for this priority area of the plan due to the inability to collect and provide accurate data on drug and alcohol use in such a relatively small population. There are however, a range of intermediate indicators that are being used to monitor the

provision and uptake of relevant programs and the impact of drug and alcohol abuse in the community.

Data provided by Sydney South West Area Health Service (SSWAHS) indicate that the local drug health service based in Redfern has provided a total of 283 brief interventions and 198 intensive drug treatment services for residents of Redfern Waterloo in 2006/07.

The Magistrates Early Referral into Treatment (MERIT) program aims to divert people charged with drug related offences at the Local Court, from the criminal justice system into drug treatment. In 2006/07, 45 people from Redfern/Waterloo were referred to the MERIT program. MERIT provides case management, follow-up and referral to relevant human services (health, housing, employment, education).

Redfern Police are now actively monitoring the degree to which alcohol is a factor in local crime. Since 2005 Redfern Police have included a mandatory question relating to alcohol following incidents and as a result have a good data base on this issue. In 2005, alcohol was a factor in 13% of all crime incidents. The proportion of alcohol related crime has increase marginally in 2006 and 2007 to 16%, an increase which is not statistically significant and could reflect improvements in the system for capturing this data.

There were 85 drug overdoses recorded by the NSW Ambulance Service in 2006/07.

## 6.9 Reduce Offending and Recidivism

The aim of this priority area is to reduce crime and anti-social behaviour in Redfern/Waterloo. The evaluation framework indicators represent a mix of crime rate statistics and interventions aimed at preventing anti-social behaviour and reducing the level of recidivism.

Crime rates are substantially higher in Redfern and Waterloo than average with both suburbs ranked in the bottom 5-10% of postcode areas in Sydney on court convictions (Vinson, 2004). Residents of Redfern-Waterloo appearing in court also have a higher probability of making more than one appearance than the NSW average.

The main strategy for reducing recidivism of young offenders in the Redfern/Waterloo area that is being implemented by the Department of Juvenile Justice (DJJ) is the *Our Journey to Respect* program. This program addresses intergenerational violence and teaches young people to focus on, and modify their behaviour through a group work program that lasts 12 weeks.

The Department of Juvenile Justice is also developing an Intensive Supervision Program providing multi systemic therapy aimed at working intensively with the whole family and addressing broader family issues, which is intended to be implemented in the near future.

The NSW Attorney Generals Department has considered the merits of establishing Circle Sentencing for adult offenders in Redfern and the suburb has not been identified as one of the top priorities for implementation of this initiative in NSW. The Department has established an Aboriginal Community Justice Group for Redfern/Waterloo. The Justice Group Coordinator is based in the Downing Centre in the city.

Aboriginal Community Justice Groups are local groups of Aboriginal people who come together to develop ways to address local law and justice issues. These groups are able to work with juvenile and adult offenders as well as victims of crime. One of the potential roles for these groups is in the issuing of cautions and warnings to young offenders, and the Attorney Generals Department is currently having discussions with NSW Police in regard to enabling Justice Group members to develop this capability in Redfern/Waterloo.

The Department of Juvenile Justice provides support to young offenders post release from a correctional facility. Case management is provided and in some cases this may be provided jointly with DoCS. The departments are not able to report on the number of joint case plans developed for young people in Redfern/Waterloo, one of the intermediate indicators in the HSP Evaluation Framework.

The Department of Juvenile Justice is assisting in the provision of post release accommodation via the use of brokerage with community based organisations. In a new cross-agency initiative Housing NSW

accommodation may be secured for women leaving the young women's detention centre at Lidcombe who are assessed as being suitable.

The Redfern-Waterloo Women's Consultative Group has negotiated a Shared Responsibility Agreement (SRA) with government agencies via the national Indigenous Coordination Centre (ICC) to reduce family violence in the area. The agreement has a number of components but in one specific initiative, the NSW Department of Aboriginal Affairs has been successful in obtaining funding via the ICC for the development of an accommodation centre for Aboriginal women to be located in Marrickville. The service will not be exclusively for post-release accommodation.

The Community Safety Plan developed by the City of Sydney has been implemented and its success is currently being evaluated by the City of Sydney. The City of Sydney continues to implement its *Creating a Safer Community* project in the public housing estates in Redfern and Waterloo and to provide safety education to residents on how to reduce crime risk and increase personal and property safety.

A Community Safety Audit of Waterloo Green was undertaken by the Redfern Local Area Command with Housing NSW and involving government organisations, NGO's and local residents. The majority of the actions focused on the physical environment and used the Crime Prevention through Environmental Design (CPTED) principles as the basis to recommend change to reduce the opportunity for criminal behaviour and diminish the perception of fear by residents.

The recommendations of the audit are currently being actioned with progress being reported through the RWA Implementation Senior Officer's Group. Housing NSW is currently undertaking comprehensive program of tenant and other community consultations to inform the development of a landscape plan for Waterloo Green.

The RWA have entered into a partnership with the Aboriginal Justice Advisory Committee (AJAC) to offer a karate program for 15 local young Aboriginal children that have been involved with the criminal justice system in some way. The anticipated outcomes of this program include reduction in anti-social behaviour, increased self-esteem, demonstration of self discipline and regular attendance rates by a group of young people not known for completing courses. The training is for one year and is currently in place.

In addition, through Yaama Dhiyaan, the Authority is providing vocational training for young Aboriginal people in the Juvenile Justice system who have historically have been excluded from achieving vocational based outcomes.

Comparing 2006/07 to 2004/05, the Bureau of Crime Statistics crime data for Redfern/Waterloo indicates a substantial decrease (36% and 13% respectively) in the number of robberies and thefts and a slight increase in the number and rate of reported assaults (6.7%).

## 6.10 Build Community Capacity

An overriding objective of the Human Service Plan is to support efforts to build community capacity, also described as social capital, the capacity of a community to demonstrate resilience through social connections and networks.

This objective is clearly the hardest to measure. The Evaluation Framework is focussed on proxy indicators relating to the provision of cross cultural events and training for human service staff. A regular survey of residents selected on a random basis would have enabled at least a qualitative data base to monitor perceptions of inclusiveness, safety and general involvement in community activities. This survey promoted in the Evaluation Framework has not been conducted as yet.

The City of Sydney has held a number of cross cultural events such as the annual Harmony Day, promoting multiculturalism, supported the annual Yabun celebration on January 26th, the Koori Knockout competition, and held a number of community events at the Redfern Community Centre.

The Council has arranged for the upgrading of Redfern St and Redfern Park with the aim of promoting greater community pride and use of these key landmarks and facilities.

National Sorry Day on February 13, 2008 was an occasion when the community celebrated the Australian Parliaments apology to the Stolen Generation of Aboriginal people and was characterised by the involvement of indigenous and non-indigenous communities in a spirit that offers potential for ongoing collaborations. The Council hosted a live screening of the apology in Redfern that was very well attended as part of a number of activities organised for the day including a number of local residents providing oral histories.

The Kidspeak program is an example of an effective initiative that has been operating for some years and has enabled young people to participate in a structured and unstructured family activity program. Activities include sport, arts and crafts and skills development. The program is auspiced by Barnardos and was funded by the Redfern Waterloo Authority through DoCS. This program is an important part of community capacity building by enabling parents to participate in their community.

The Department of Aboriginal Affairs supported six community and cultural events in Redfern/Waterloo in 2007 including NAIDOC Community Day, the Referendum Film Night, Babana Men's Group, Wyanga Elders Group activities and Yabun.

The City of Sydney, Alexandria Park Community School and Darlington Public School have all hosted "sticky beak" tours coordinated by Connect Redfern to provide an overview of programs and services available to the community. The RWA and City of Sydney are working together on cultural

heritage walks, oral histories of local Aboriginal organisations and a publication of the area's history.

The RWA and City of Sydney have also continued its support for "Playgroups in the Park" a family fun day held three times a year in Redfern and Waterloo to promote playgroups and family support services.

Housing NSW has also held a number of community events and activities and its Neighbourhood Advisory Board and Housing Standards meetings provide an opportunity to promote these activities and involve the community.

Housing NSW continues to provide funding for the Housing & Communities Assistance program (HCAP) for Redfern & Waterloo. The program worker is auspiced by The Factory Community Centre. Funding was also provided to support the HCAP coordinated *Summer on The Green* event in December 2007. Housing NSW provides free use of its community rooms for meetings & activities which meet the needs of local residents & promote community cohesion. Housing NSW has completed a safety audit of Waterloo Green and other joint initiatives such as the removal of graffiti reflect a stronger relationship with Redfern Police.

The Department of Community Services has provided contributions to assist in a number of community events including Midnight Basketball and the Koori Knockout Competition.

The Human Service Plan Implementation Senior Officers Group (ISOG) has met on a regular basis over the past three years and is a key mechanism for enabling the collaboration and coordination of human service agencies involved in the HSP. The RWA organises and supports these meetings and coordinates the regular monitoring of implementation progress.

The RWA also oversees the implementation of the Waterloo Green Action Plan through this group and reports these results to stakeholders and the community.

The establishment of the Babana Aboriginal Men's Group is a positive initiative that has been made possible through the support of the RWA Reforming Human Services team. Prior to the establishment of Babana, there were no long-standing groups in the community that enabled Aboriginal men to network and provide support for each other. The group holds regular meetings and membership has increased over time. Some of the key initiatives have been the "No Drugs on the Block" campaign to discourage drug use and liaison with Redfern Police about improving relations between the police and the Aboriginal community, as well as hosting an Aboriginal Men's Health Day in 2008 that attracted over 100 men from the greater Sydney metropolitan area. This event provided important information on a range of men's health issues.

The TAFE NSW Aboriginal Cultural Education Program was accredited at the end of 2005 and was available in Semester 1, 2006. The course

provides a framework which can be utilised by a range of public sector agencies to build the capacity of staff at all levels to work effectively with Aboriginal people and communities. The course is specifically called Aboriginal Cultural Education to differentiate it from existing cultural awareness programs, as it has an emphasis on developing skills that can be applied by participants in their work roles, rather than raising awareness. Qualitative data indicates that a significant majority of participants are employed by government or non-government agencies servicing the Redfern/Waterloo area.

Thirty two government and non government agencies from the Redfern and Waterloo area attended the Aboriginal Cultural Education Training Course run by NSW TAFE, Sydney Institute in partnership with the RWA in October 2006.

The RWA organised and delivered a 'sticky beak' tour of government agencies roles and responsibilities for NGO's and community members in 2007.

The RWA developed and funded six *Easy cooking on a budget* courses for young parents to provide cooking skills as well as soft entry points to other support services targeting this client group. The project was delivered in partnership with SDN Children's Services and NSW Health and has assisted 27 young parents with a total of 58 children between them. Over 50% of participants were Aboriginal. Feedback revealed they found the courses to be 'very helpful' and reported they had reduced stress levels and increased confidence in their parenting skills.

The RWA have provided funding and or support to the following organisations to facilitate activities aimed at increasing the local community's capacity in Redfern and Waterloo;

- The Factory Community Centre for the Waterloo Garden Open Day & Buddhist New Year Celebrations (2006, 2007, 2008), Chinese New Year Celebrations (2007, 2008).
- Centrelink (2005) and the Redfern Community Centre (2006) for the Children's Christmas Party on the Block
- Koori Careers Market Day – support towards BBQ
- ICAMPA – support of NAIDOC week events (2005, 2006)
- Waterloo Neighbourhood Advisory Board – support for multi-cultural event (2006)
- Alexandria Park Community School and Our Lady of Mount Carmel Primary School for NAIDOC week activities (2006)
- Babana Aboriginal Men's Group for Reconciliation Week Luncheon (2007) and general support of the groups activities (2006, 2007 & 2008)
- Tribal Warrior Association for NAIDOC Cultural Cruise (2007) and assistance with business development and promotion (2006, 2007)
- Koori Unit of the AIDS Council of NSW for assistance for the Koori Unit to participate in the Gay & Lesbian Mardi-Gras Parade
- Redfern All Blacks Netball Team to assist the team to attend a Netball Tournament

- Aboriginal Rugby League Knockout to provide activities for children and entertainment during the Koori Knockout (2005, 2006)
- Save the Children Australia to support their activities in Redfern and Waterloo.
- Sydney Metropolitan Aboriginal All Stars to assist the team to attend 7's Rugby League event in Coffs Harbour
- Aboriginal Rugby League Knockout to support the Waterloo Storm Aboriginal Rugby Football Club.
- Alexandria Park Community School for assistance to supply and install 2 sets of junior soccer goals to help establish a junior soccer club in the area and to purchase tools for the schools teaching program.
- South Sydney Herald – to assist the “Support Independent Media Concert”
- Connect Redfern – sponsorship of Playgroups in the Park (2007, 2008),
- Wyanga Aged Care – for support of Mother's Day Luncheon (2006).
- Gadigal Information Service Aboriginal Corporation to support their involvement in the 4<sup>th</sup> Annual YABUN Concert.
- The South Sydney PCYC – to support their fundraising Boxing Match

The RWA also provided a free Seniors Christmas Party in 2005, 2006 and 2007 for local older people.



## 7 Overview of Performance

### 7.1 Have Strategies been Implemented?

In reviewing the implementation of the Human Service Plan after 18 months the first question is "have the actions and strategies outlined in the plan been implemented according to the timeframes set down in the implementation schedule?"

The majority of actions have been implemented in some form. Notable achievements include:

- Implementation of joint case coordination framework;
- Recruitment of four Aboriginal Community Liaison Officers by Redfern Police;
- Establishment of DOCs Early Intervention team;
- Development and circulation of Transition to School Guidelines;
- Commencement of sustained home visiting for young Aboriginal mothers by SSWAHS Early Childhood nurses;
- Development of supported playgroups including Aboriginal playgroups;
- Establishment of Redfern Waterloo Family Violence Taskforce and support of the *Blackout Violence* program;
- Training of DET and DOCS staff in Family Conferencing;
- Development of new Community Health Centre (due to open in 2009);
- Development of streamlined pathways and improved access to mental health and drug health services;
- Development of youth mentoring programs;
- Implementation of a number of Student Attendance programs in local government schools;
- Implementation of Literacy and Numeracy programs in local government schools
- Implementation of "Our Journey to Respect" program in Redfern/Waterloo by DJJ;
- Implementation of Aboriginal Employment Model.
- Safety Audit & the development of the Waterloo Green Action Plan
- Establishment of Redfern/Waterloo Community Drug Action Team (CDAT)

Key components of the Human Service Plan that have not been implemented to date as planned include:

- Youth Precincts and related reforms, including improved access to services after school and on weekends;
- Re-establishment of Child and Family Interagency Group;
- 100 additional, affordable child care places;
- drug health promotion program;
- Transport Working Group (this will be progressed as part of the Human Service Plan Phase II);

- Youth Focus Groups and community surveys as recommended in the HSP Evaluation Framework;
- Establishment of Redfern Fund.

In particular, progress in achieving reform of youth services appears to have stalled. There is a need to build consensus on the outstanding components of the proposed reforms, and set a timetable for implementation of agreed directions and priorities.

## **7.2 Have the HSP Strategies achieved Results?**

It is too early to comment on whether the interventions described in the plan are having an impact because of the time lags involved in assembling the outcome indicators.

It is too early to comment on children's BST results, or the level of crime and domestic abuse reported. What is important that the indicators are adequately described to enable the collection of accurate, meaningful data, that baseline data has been collected and that data on these indicators continues to be collected and reported. Reporting on these data sets presents a reasonable challenge for the agencies involved and there is not a comparable precedent where broad-ranging community level datasets for a particular community have been routinely reported over time.

A number of the indicators should provide relevant data by the time of the 3 year evaluation of HSP progress. These include school attendance levels, rates of antenatal engagement, children attending pre-school and children identifies as requiring reading assistance.

## **7.3 How has the HSP achieved results?**

There are three main ways in which results have been achieved through the Redfern Waterloo Human Service Plan: through focussing attention on the activities of the main human service providers in implementing core programs and services in Redfern/Waterloo; through fostering collaboration between human service providers via interagency steering committees and taskforces; and through funding of specific initiatives.

### ***7.3.1 Focussing Attention of Human Service Providers***

The major human service agencies providing services in Redfern and Waterloo such as DoCS, Sydney South West Area Health Service, DET, Housing NSW, DADHC, DJJ, Redfern Police and NGOs such as Barnardos Australia, South Sydney Youth Service are responsible for the ongoing provision of core services according to their statutory responsibilities. This includes, for example, the provision of child protection and early intervention services by DoCS, early childhood, child and family, mental health and drug health services by SSWAHS, and education services at Alexandria Park Community School and Darlington Public School in the case of three of the largest agencies.

The attention that the HSP has focussed on the needs of Redfern/Waterloo, in association with the agencies own needs-based planning and prioritisation processes has resulted in further new initiatives being implemented in Redfern/Waterloo.

Some of these have included:

- Sustained home visiting for young Aboriginal mothers (two year pilot funding through the Aboriginal Health *Bringing Them Home* program)
- Supported Playgroups
- *Headspace* adolescent mental health positions
- Youth mentoring programs including Plan-it Youth and Redfern Police/ Barnardos
- Aboriginal Community Liaison Officers
- Our Journey to Respect programs conducted in Redfern/Waterloo by DJJ
- Establishment of Redfern/Waterloo Aboriginal Community Justice Group
- Waterloo Green Action Plan & Redfern/Waterloo CDAT

These programs and initiatives have all been implemented in Redfern/Waterloo in recognition of the levels of disadvantage experienced by groups in the local population and opportunities to improve the level of support and access to services as described in the Human Service Plan.

Over time some of the momentum has dissipated resulting in reduced engagement of key agencies. The development of a post- Reforming Human Services Team strategy should focus on building structures that will support and enable the ongoing focus on key Redfern Waterloo human service strategies and ensuring cross agency collaboration.

The development of such a strategy should be oversighted by the Redfern Waterloo Human Service Plan CEO's Steering Committee. The Redfern Waterloo Human Service Plan has been a major whole of Government initiative and the sustained implementation of strategies over time that will be required to ensure its success will require the oversight of the human service CEOs.

### ***7.3.2 Fostering Collaboration***

One of the key observations in the Morgan Disney review of human services in Redfern/Waterloo was the "silo" approach of many of the human service providers in rarely seeking to collaborate with other agencies, who in many cases were working with the same children and families.

One of the major successes of the Redfern Waterloo Human Services Team and the Human Service Plan has been to set up structures facilitating collaboration between the major human service providers in the area.

These have included the Human Services Ministerial Advisory Council, the HSP Implementation Senior Officers Group and the CEOs Group as well as the taskforces on Drug and Alcohol, Child and Family, Youth Services and the Transport Working Group. In addition interagency collaboration has been a central component of the Case Coordination Program steered by the Case Coordination Senior Officers Group and Operational Managers Group.

The participation of human service agency staff on these committees has benefited cross agency collaboration through the cross agency initiatives such as the Case Coordination Program and the Street Team initiative and through the awareness of, and personal interactions with, key staff in the various agencies.

Many staff at managerial and senior officer level have commented on their increased propensity to engage other agencies through their personal interactions and knowledge of who to contact in other departments, and that this has made it easier, and more likely, to contact these agencies for assistance.

Importantly, inter-agency collaboration has worked best when agencies have been able to maintain stable membership of these committees with consistency of personnel attending over time.

The downside to this collaboration is that key interagency groups have not continued to meet, in particular the Child and Family and Youth taskforces have been allowed to lapse over the past two years. The reconvening of specific Taskforces to further encourage strategic planning would assist more collaborative practice around Child, Family and Youth services.

### ***7.3.3 Funding of Specific Initiatives***

The Redfern Waterloo Human Service is a budget neutral exercise for the main human service agencies in that it was not accompanied by additional resources to fund new initiatives or programs. The only additional resources were those provided centrally through Premier's Department for key initiatives such as the Street Team, Case Coordination and Intensive Family Support.

The Street Team service ceased operating on 31 December 2005. There is broad agreement that the service model was not an effective or sustainable one. There is still a need however for activities and programs for youth after hours and on weekends. The Midnight Basketball tournament and Kidspeak programs are providing partially for some of these needs.

The Case Coordination Program is now funded on an ongoing basis, albeit in reduced capacity with the coordinator working two days per week. This program is considered to have delivered results and is supported by all of the main human service agencies working in Redfern/Waterloo. The operation of the case coordination service model has also fostered

ongoing and broader collaboration between key human services such as DET, Housing, DoCS, health services and NGOs.

The evaluation of the CCP recommended that the service be hosted by an independent agency, such as the RWA, rather than one of the core human services.

The Intensive Family Support program has been provided by Barnardos Australia with funding from the Premier's Department since 2003. The service has provided home visiting, case management, advocacy and court support to Aboriginal families in Redfern/Waterloo. The service has provided a valuable support to local families, however the funding will cease in June 2008. The service will be maintained via a change in focus to an out of home model of care with new funding from DoCS.

#### **7.4 Are Human Services Agencies Working Together more Effectively?**

One of the key objectives of the Redfern Waterloo Human Service Plan was to develop greater collaboration between human service agencies working in the area. The Morgan Disney review of human services in Redfern/Waterloo reported that many of these agencies had a 'silo' way of operating with little communication and collaboration with other agencies working in the area which were dealing with related issues on behalf of clients. The Case Coordination Project, in particular, was developed in recognition that multiple agencies were working fairly independently, often in the provision of services and support to a small number of the same families and children.

It is clear that initially there was some inertia on the part of some agencies to the collaborative approach being promoted through the Human Service Plan in Redfern/Waterloo. The large state government human service providers such as Health, DET, DADHC and Community Services administer their services in population catchments considerably larger than the Redfern Waterloo geographic area, which represents a fairly small proportion of their overall catchment. Many human service organisations are generally focussed on their core services responsibilities which may involve the provision of acute and crisis services and some have historically been hesitant in working with, and sharing information with, outside organisations.

As described earlier, the operation of the Redfern Waterloo Senior Officers Group and the Case Coordination Steering Group have enabled senior and middle management staff in the major government and non-government human services to collectively consider the needs of client families and children and opportunities for working collaboratively to more effectively deliver services to these families and children.

As a result there have been gains in terms of more informed and targeted service provision by those services which have been active participants in this process. Agencies that have provided regular and stable membership

of these interagency committees have reported that they are more aware of the roles, services provided and key contacts in other agencies and this has resulted in improved working relationships that has resulted in demonstrable improved outcomes for their clients.

Overall, despite the lack of progress in implementing the reforms to youth services identified in the HSP P1, there has been a significant improvement in the level of collaboration and working together between the youth services and key government agencies such as DoCS, Police and RWA. This collaboration has resulted in successful ventures such as the Case Coordination Project, Midnight Basketball and the Police Youth Community Referral Project.

It is still early days however in terms of these collaborative partnerships and much of the potential gains is reliant on the role of key individuals who have gained knowledge of the services provided by other agencies and how to access these through these contacts. The propensity to collaborate needs to be fully imbedded in the operating culture and practices of the major human service agencies and therefore less vulnerable to changes in personnel over time.

For this reason, it is timely that there is a focus on ensuring that the necessary structures and processes are in place to support ongoing collaboration and that momentum in implementing the collective strategies is maintained. Redfern/ Waterloo is a small area and does represent a fraction of the catchment of the large government human service providers. The area is characterised by substantial disadvantage in sub-groups of the population. These human services do however provide locally based services and it is crucial that agencies demonstrate leadership at senior levels to direct the involvement of their local teams in working collaboratively in improving the delivery of services to this population. The success of the Case Coordination Project has demonstrated that there is much to be gained through such collaboration.

## 8 Conclusions and Recommendations

The Redfern Waterloo Human Service Plan Phase I has enabled an improvement in the delivery of services to the key target population in Redfern and Waterloo in a number of ways. The major successes have been the multi-agency Case Coordination Project, the increased propensity of key human services agencies to work collaboratively and share information and the targeting of specific new initiatives in the area.

Some agencies have been able to refer the Cabinet endorsed strategy as leverage within their own agency to achieve the focus and commitment required to facilitate the implementation of new initiatives in the target area.

The separate status of the RWA has required the Reforming Human Services team to use levers other than budget to gain commitment of agencies to participate in collaborative planning exercises, case management of clients and share information.

In evaluating the success of the Phase I Human Service Plan it is too early after 18 months to expect to observe evidence of improved population and community outcomes from the nominated performance indicators. The achievement of sustainable improvements in human service delivery requires a timeframe of five to ten years for the implementation of initiatives and measurement of their impact.

For most of the major strategies in the HSP PI it will take some years before improvements in outcomes in areas such as literacy and numeracy, school attendance and retention, child protection and domestic violence are achieved and are captured in agency data sets.

Nonetheless, the majority of agencies indicated their support for the program of actions and strategies outlined in the HSP PI. The major issue that has been identified is the sustainability of focus.

Over the past two years the RWA Reforming Human Services team has played a significant role in gaining engagement and participation of agencies in collaborative projects.

On 1 July 2008, the RWA Reforming Human Services team will be disbanding. The team has played a crucial role in providing a secretariat and coordinating function in overseeing the implementation of the Plan and management of the structures such as ISOG.

In order to work towards the achievement of the goals of the Human Service Plan Phase I, the following recommendations are made:

- 1 That the Redfern Waterloo Human Service Plan CEO's Steering Committee maintains its responsibility for overseeing the ongoing and sustained implementation of the Human Service Plan Phase 1;

- 2 The key interagency committees and taskforces are maintained or re-established. These include the HSP ISOG, Case Coordination, Child and Family, Youth Services and Community Drug Action Team taskforces;
- 3 The Youth Services component of the plan is revisited. This review should involve the key stakeholders and identify the major objectives, service gaps and areas of duplication, and develop a revised plan of action and timeframes;
- 4 Ongoing support for the Case Coordination Project be provided including the necessary capacity to support the level of demand for the service;
- 5 That the key outstanding actions in the HSP P1 are addressed.

These include:

- The development of a specifically tailored early childhood learning model for local Aboriginal families and children
  - A program to address the needs of the trauma and loss experienced by the "Stolen Generation"
- 6 That efforts are made to increase the engagement of young Aboriginal mothers and fathers in programs aimed at providing support for families and children;
  - 7 That agencies continue to collect and report on the set of HSP PI Evaluation Framework performance indicators.

The achievement of these recommendations will require key human service providers working in Redfern and Waterloo to take responsibility for leadership of some of these initiatives following the disbandment of the Reforming Human Services team.



## **Bibliography**

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## Appendix One

### Agencies Consulted in the Evaluation of the Human Service Plan

Alexandria Park Community School

Barnardos Australia

City of Sydney

Community Living

Connect Redfern

Housing NSW

NSW Department of Aboriginal Affairs

NSW Department of Community Services

Region  
Central Sydney CSC

NSW Department of Ageing, Disability and Home Care

NSW Department of Education and Training

Sydney Region  
Sydney Institute TAFE

NSW Department of Juvenile Justice

Redfern Waterloo Authority

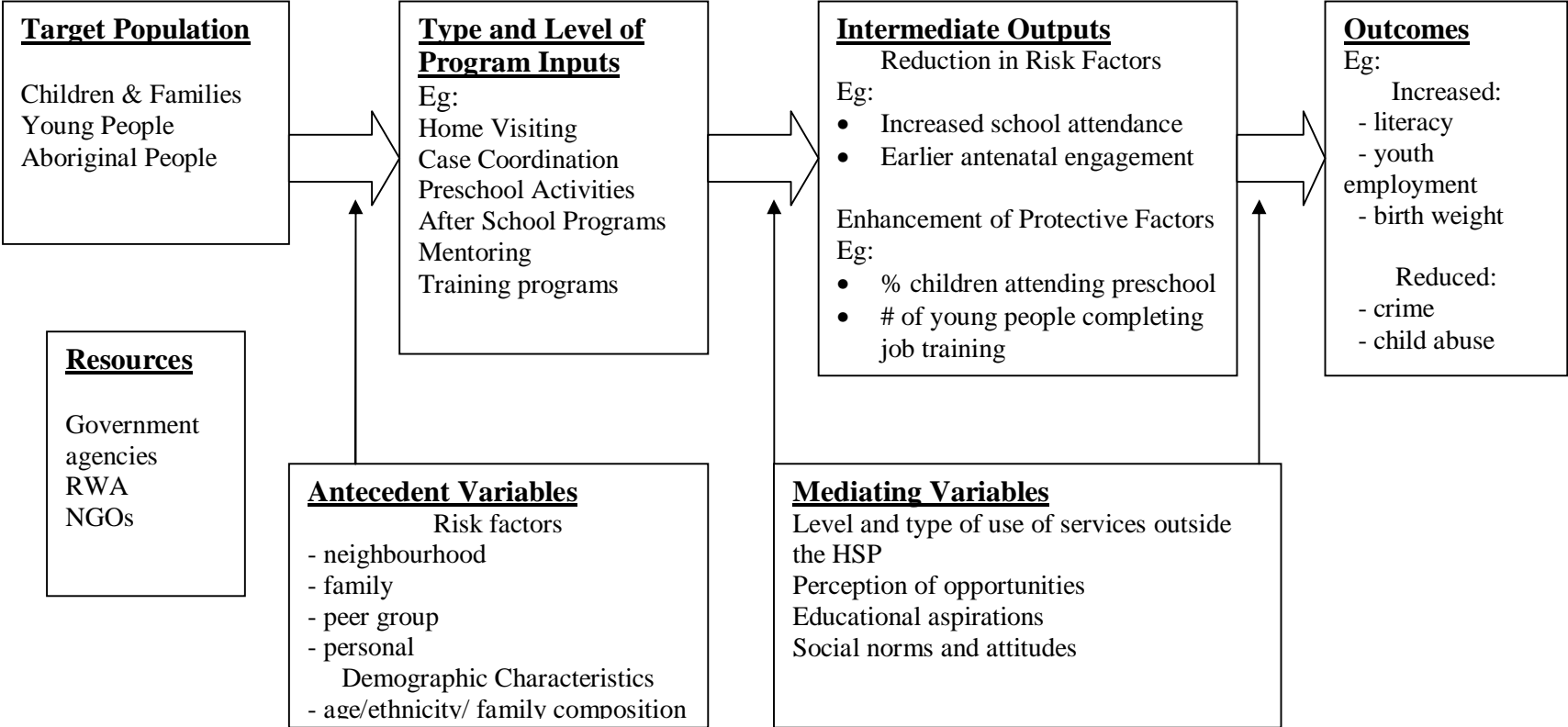
Reforming Human Services,  
Training, Enterprise and  
Employment

South Sydney Youth Service

Sydney South West Area Health Service

Community Health Service,  
Drug Health Service,  
Mental Health Service

**LOGIC MODEL FOR REFERN-WATERLOO HUMAN SERVICE PLAN EVALUATION**



## DEMOGRAPHIC PROFILE – REDFERN-WATERLOO

Census Data Source: ABS	Data Collection Points				
	2001		2006		2011
<b>Population Profile</b>	Redfern	Waterloo	Redfern	Waterloo	
• Total Population	11,206	5,745	11,482	8,508	
• NESB Background	31%	41%	2,916 (25%)	3,024 (36%)	
• Aboriginal and Torres Strait Islander	311	411	273	347	
• Children aged 0-4	370	236	402	277	
• Children aged 5-14	585	574	399	406	
• Young People aged 15-19	452	324	341	569	
<b>Household Profile</b>					
• Total Dwellings	5,496	3,004	4819	3951	
• Owner/occupied	29%	12%	1752 (36%)	624 (16%)	
• Public Housing	23%	67%	1087 (23%)	1768 (45%)	
Total Families			2115	1593	
• Families with Children under 15	301	156	437	378	
• Proportion of total families	13.9%	12.4%	20.7%	13.6%	
• Single Parent Families with children under 15	184	287	116	216	
• Proportion of total families	8.5%	22.8%	5.5%	5.5%	
• Living in same Dwelling 5 years ago			3,843 34.7%	2,752 33.4%	

<b><i>Socio-Economic Profile</i></b>					
<ul style="list-style-type: none"> <li>• Highest Educational Level - Year 10 or below</li> </ul>	25%	38%	25%	30%	
<ul style="list-style-type: none"> <li>• Total Employed</li> </ul>	5,348	1,414	5,612	3,174	
<ul style="list-style-type: none"> <li>• Unemployed</li> </ul>	7.6%	16.6%	5.9%	8.8%	
<ul style="list-style-type: none"> <li>• Household weekly income less than \$350</li> </ul>			23%	36%	
<b><i>Education</i></b>					
Attending:					
<ul style="list-style-type: none"> <li>• Pre-school</li> </ul>	59	40	73	46	
<ul style="list-style-type: none"> <li>• Infants/ Primary</li> </ul>	266	278	189	186	
<ul style="list-style-type: none"> <li>• Secondary</li> </ul>	236	247	195	280	
<ul style="list-style-type: none"> <li>• Tertiary – university</li> </ul>	866	117	792	612	
<ul style="list-style-type: none"> <li>- TAFE</li> </ul>	381	176	309	281	

