

Making Connections: Better Services, Stronger Community

Report on Review of the Human Services System in Redfern and Waterloo

*Report for
NSW Premier's Department*

**Morgan Disney & Associates Pty Ltd
(On Behalf of the Consultancy Consortium)
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Executive Summary

This Review of human services confirmed that Redfern and Waterloo are areas facing major challenges but has also established that there are significant resources being invested in a wide range of services. The main finding is that the human services system needs to be reformed and reshaped at the local level to achieve improved outcomes for the community and clients. Changes must be made to build a more integrated service system and more collaborative approaches to service provision. Significant improvements are required in relationships across the service system. A coherent framework is needed that both supports and drives integration.

A total of 102 organisations providing 192 services to the area were identified in the Review. These services are funded by a combination of State, Commonwealth and Local Government resources with some contributions from non-government organisations as well. Compared with other areas in NSW, and across Australia, many professionals and the Review team found these two suburbs to be well resourced.

Of the 192 services in the area; around thirty services are solely focused on Redfern and Waterloo. A crude estimate on the best available data suggests that there is between \$8 - 10m identified as specifically targeted to the residents of the Redfern and Waterloo suburbs. Many organisations provide services across the region including Redfern and Waterloo within the catchment area. Taking account of the limitations in establishing accurate funding totals for this Review, we estimate there is in excess of \$35–40m currently allocated to human services for residents in Redfern and Waterloo, either through locally based services or services delivered from out of the area. This does not include the core services of some of the larger government departments, and does not include services which did not indicate their specific catchment area.

Both communities, and the human services system across the two suburbs, have many strengths, and many people are committed to improving the negative and stigmatised public profile to a public image of which they can be proud. Community leadership and capacity building strategies are recommended as initiatives to support and develop this community commitment.

Overall, Waterloo is the more disadvantaged of the two areas but the striking feature of Redfern is the co-existence of extremes of advantage and disadvantage. Gentrification of Redfern is well advanced and is increasing in Waterloo. This is seen by some as a threat to the social mix of the area and unless well planned, creates the potential for a further worsening between the levels of relative advantage and disadvantage across socio-economic groups. Areas of disadvantage apply to the non-Aboriginal as well as the Aboriginal population.

Groups of Aboriginal and non-Aboriginal people are experiencing challenges in education and employment, particularly employment difficulties for young people, and significant problems with early school leaving or school refusal for children and young people. Support and mentoring are needed for families with dependent children, and for children and young people themselves. There are significant numbers of people from culturally and linguistically diverse (CALD) backgrounds, particularly from Russian, Chinese, Arabic, Greek and Vietnamese backgrounds, and services need to be more culturally appropriate.

There are significant proportions of people in flats in public housing, including those with mental health and physical disabilities who require support. Waterloo is unique in that there is a predominance of older, increasingly frail people living alone, on low incomes, in public housing, and in close proximity to children and young people who are experiencing their own major challenges. A detailed demographic and socio economic analysis is provided as an attachment to the report.

Five themes were drawn from the needs analysis:

- The need for support for parents, families and children
- The need to strengthen coordination and quality of service provision for Aboriginal and non Aboriginal communities
- The need for community leadership and opportunities for capacity building
- The need for strategies to ensure the safety of individuals and the community
- The need to improve services for Aboriginal people, people from CALD backgrounds and people with mental health and dual diagnosis issues.

From the analysis of the organisational and service cluster assessments, a number of issues were identified that require a systemic approach to achieve improved outcomes. The most important priority to emerge is the need for a well-coordinated human services system response to address the fragmentation. The other priority issues are:

- Trust by the wider community of existing structures and services is very low and relationships between many service providers is very poor
- Complex social needs identified by the community are not well addressed
- Service provision emphasis is currently output not outcome based
- A mismatch exists between the expressed needs of the clients and perceptions of need by service providers
- Limited sensitivity to cultural diversity among service providers
- Few systemic leadership/partnership structures exist to ensure locality based planning, decision making, community engagement or capacity building
- Service delivery models are isolationist, with many delivered on the basis of historical decisions in the absence of evidence based need and agreed outcomes and objectives.

Key priorities for more effective services relate to:

- mental health, drug and alcohol and dual diagnosis

- employment
- health - for the Aboriginal population in particular
- young people
- family and domestic violence
- family support.

The Review examined the operation of service clusters that are relevant to these needs and also assessed more than 125 individual services within these clusters.

Recommendations are made about the reshaping of the human services system in relation to:

- Establishing a locality based Human Services Delivery Plan, in a partnership model, with identified outcomes and an evaluation framework for the next two years
- Establishment of an implementation and planning structure and framework involving the stakeholder groups in the community, namely: service users; residents; community organisations (including e.g. local business organisations, residents groups and church groups etc.); the three levels of government; and government and non government service providers
- Working with the Aboriginal community to develop a strategy for the Aboriginal community and, with the active involvement of the Aboriginal service providers, a plan to improve services to Aboriginal people which includes improving access to, and the relevance of mainstream services
- Capacity building for government and non-government organisations and services particularly regarding:
 - working in partnership
 - integrated models of service delivery
- Community leadership development for people from the stakeholder groups in the community, i.e. service users; residents; community organisations, local business organisations, residents groups, church groups, the three levels of government; and government and non government service providers
- Development by Taskforces of service strategies. The service strategies should be developed in priority areas of human service delivery and should be based on the Action Plans contained in this report. The five priority needs areas are services for: families and children; young people; the Aboriginal community; domestic and family violence; and health
- Addressing, as a matter of priority, the review, restructuring and modification of some services in certain areas/service clusters.

This Review found that there is considerable rhetoric, but few concrete examples of *integrated* service delivery. Research elsewhere confirms that this is common in human service systems: people may agree that integration is needed but they continue to act in ways that continue the fragmentation of the system. The way in which the system operates does not currently support people through integrative practice. The Report provides concrete

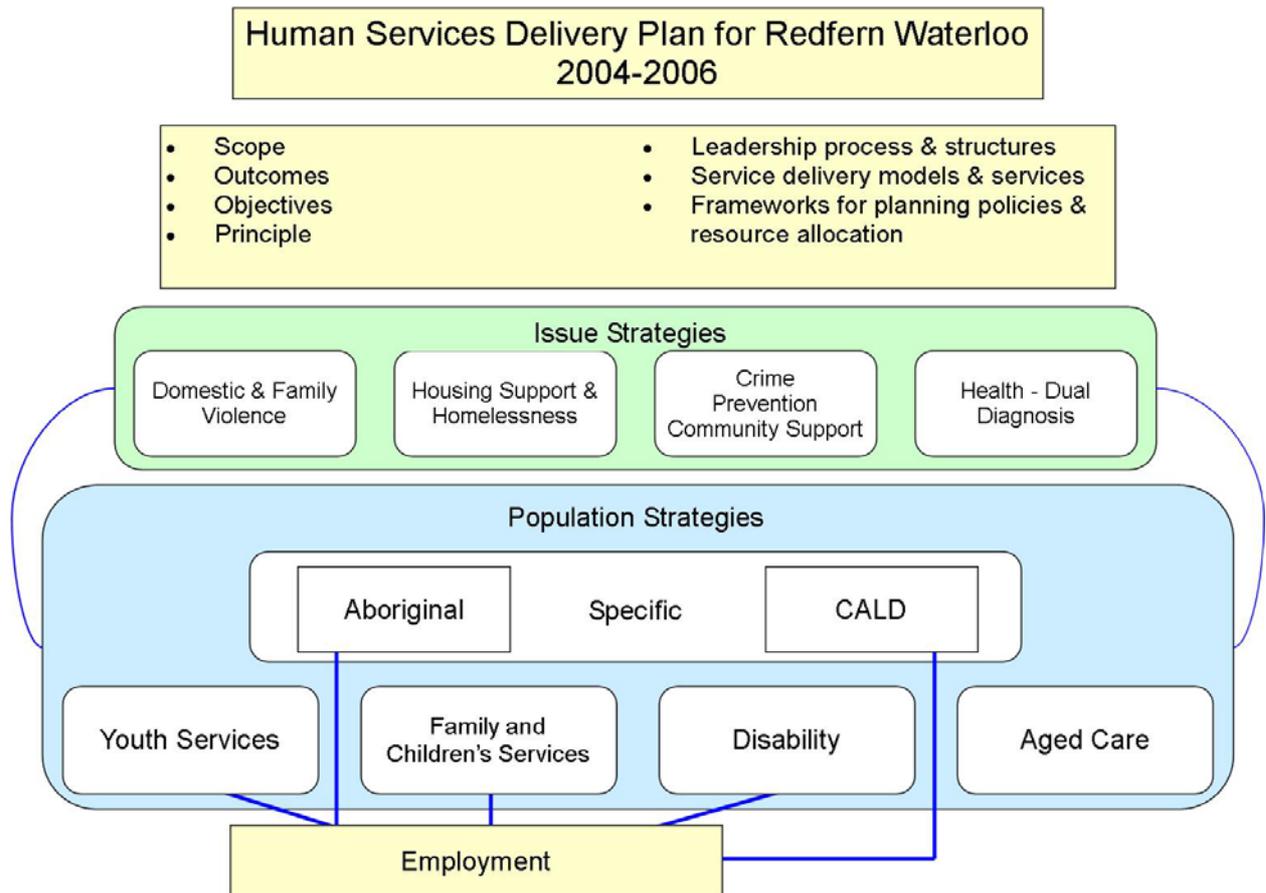
directions to implement a radically different system at the local level. At present the system is atomised and based on the basic unit of the 'individual service' rather than the integrated unit of a 'service cluster'. The Review was asked to assess how *individual services* match the needs of the area. However a radical restructure of thinking and action will mean that services work together so that *service clusters* match the needs: from this, individual services can reshape their work to contribute to the effectiveness of the service cluster.

The recommendations of this Review provide short and longer-term priorities for restructuring the human service system based on a local partnership of the various stakeholder groups in the community. The report identifies the resources required for implementation, and provides a mechanism to achieve funding of an effective mix of services in the service clusters, including the funding of the relevant projects through the Redfern-Waterloo Partnership Project (RWPP) where it is appropriate.

This Review found that some initial work on community regeneration has commenced in Redfern and Waterloo through the RWPP. This work is at a turning point at which some significant changes and reshaping are needed if this approach is to become well grounded in the best practice that is developing in Australia and overseas on locality based approaches. Such approaches require a 10-year timeframe for planning; the Human Services Delivery Plan proposed in this Report should be the first step in this commitment.

Figure E81 below shows the elements of the proposed Human Services Delivery Plan.

Figure E81 Human Services Delivery Plan for the next two years



Acknowledgements

This was a challenging but also stimulating project and we thank people who have contributed in so many ways. The staff of the RWPP have been working under particularly demanding circumstances. We acknowledge this, and their hard work and commitment, including in working with us to produce this report with a plan for a new approach to provision of human services in Redfern and Waterloo.

Many people from the community and the services were also very committed and working hard for their vision of a different Redfern and Waterloo. We have appreciated their good will, their contributions and the work they are doing for the area. We hope that the ideas that flow from this process can be part of creating the future they are working towards.

The consultancy consortium involved a number of partners in addition to our company – Tracey Whetnall Consultancy, Applied Economics (Marion Powall), Janet Gould & Associates, The Nucleus Group, and Elizabeth Seddon. We thank them all for their great work and support. Tracey Whetnall was a tireless worker for the Aboriginal aspects of the project. Barbara Davies as always provided excellent data base support.

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Thank you all

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Acronyms

ABS – Australian Bureau of Statistics
ACAT – Aged Care Assessment Teams
AHC – Aboriginal Housing Company
AMHT – Adolescent Mental Health Team
AMS – Aboriginal Medical Service
APCS – Alexandria Park Community School
ATSI – Aboriginal and Torres Strait Islander
ATSIC – Aboriginal and Torres Strait Islander Commission
CADAS - Court Alcohol and Drug Assessment Service
CAFHS – Child, Adolescent and Family Health Service
CALD – Culturally and Linguistically Diverse
CCS – Council of the City of Sydney
CDEP – Community Development Employment Program
CJC – Community Justice Centres
CREDIT – Court Referral and Evaluation for Drug Intervention and Treatment Service
CSAHS – Central Sydney Area Health Service
CSAMHS – Central Sydney Area Mental Health Service
CSDA – Commonwealth/State Disability Agreement
DAA – Department of Aboriginal Affairs
DADHC – Department of Ageing Disability and Home Care
DEWR – Department of Employment and Workplace Relations
DoCS – Department of Community Services
DoH – Department of Housing
DSP – Disability Support Pensions
DVLO – Domestic Violence Liaison Officer
ECHS – Early Childhood Health Services
FaCS – Family and Community Services
FRSP – Family Relationship Services Program
HACC – Home and Community Care
HATSOS – Homelessness Action Team Support and Outreach Service
HPIC – Homeless Person’s Information Centre
ISRCSD – Inner Sydney Regional Council for Social Development
IWG – Implementation Working Group
JPET – Jobs Placement Employment and Training

KU – Kindergarten Union

MERIT - Magistrates Early Referral Into Treatment Program

MHS – Mental Health Services

MLALC - Metropolitan Local Aboriginal Land Council

MOU – Memorandum of Understanding

NCOSS – The Council of Social Service of New South Wales

NGOs – Non-Government Organisations

OECD – The Organisation for Economic Cooperation and Development

PADV – Partnerships Against Domestic Violence

PCYC – South Sydney Police and Community Youth Club

PSP – Personal Support Program

RCC – Redfern Community Centre

REPIDU – Resource and Education Program for Injecting Drug Users

RWIFSS – Redfern Waterloo Intensive Family Support Service

RWHSSOG – Redfern Waterloo Human Services Senior Officers Group

RWPP – Redfern-Waterloo Partnership Project

SAAP – Supported Accommodation Assistance Program

SCC – City of Sydney Council

SDN – SDN Children’s Services Inc

SEIFA – Socio-Economic Indexes For Areas

SSCA – South Sydney Community Aid Cooperative

SSCC – South Sydney City Council

SSYS – South Sydney Youth Services

SWSAHS – South West Sydney Area Health Service

UNSW – University of New South Wales

WAYS – Waverly Action for Youth

WDVCAS – Women’s Domestic Violence Court Assistance Scheme

1. Introduction

The Review of Human Services within the Redfern and Waterloo areas has been one of the key initiatives within the Redfern-Waterloo Partnership Project (RWPP). The Review ran from January to June 2004 and was required to examine human services funded, contracted, purchased, or provided by government to residents of the Redfern and Waterloo areas. The range of services examined was to include those agencies that are not located in Redfern and Waterloo but which provide services to these areas. This includes Statewide, regional, and both government and non-government services.

The Review has focused on the needs of the whole community in both Redfern and Waterloo, and not just on the needs of the Aboriginal community. Whenever Redfern was mentioned nearly every person interviewed in this Review thought the Review would be about services for Aboriginal people. Not only is Redfern an iconic place for Aboriginal people, but most non-Aboriginal people think of Redfern as primarily an Aboriginal community. This is despite the fact that in the 2001 Census in Redfern there were as few as 311 Indigenous¹ people out of a total population for Redfern of 11,202 people. At 3% this is higher than 1.0% for Sydney as a whole, but even allowing for the fact that people in the area believe that this figure is under-reported because of the difficulties of Census collection in the area, it is still a small proportion. In Waterloo the proportion is significantly higher with 400 Indigenous people, being 8% in a total population of 5,202.

Many Aboriginal people who contributed to this Review recognised and emphasised that it was necessary for the Review to have a wider focus; expressing a desire for the needs of Aboriginal people to be viewed as an identifiable area within an overall approach to improving the outcomes for the whole community across Redfern and Waterloo. Likewise many non-Aboriginal people emphasised the need for the non-Aboriginal community to work alongside the Aboriginal population to find a better way forward for the whole community: this included some people from other cultural groups in the area. The riot that occurred in February 2004, early in the Review process, therefore became an extremely important context of the Review.

Throughout this report, the term 'Aboriginal' is used in most cases because we understand that this is the term Aboriginal people in the area prefer. However, in the case of the ABS statistics, the figures include Torres Strait Islanders and therefore the correct term 'Indigenous' people is used.

This report:

- Provides an overview of the needs of the area using a needs analysis framework and a clustering of services compatible with those currently in use in Australian social and public policy

¹ The figures used here are from the 2001 ABS Census and the term Indigenous is used because this is the breakdown given in the Census therefore including Aboriginal and Torres Strait Islander people

- Describes and assesses the existing human services system and service clusters and, on the basis of the findings, makes recommendations about how the system needs to be changed and built upon to be more effective
- Locates the findings in current and contemporary evidence and research on good social and public policy and service delivery across the range of service clusters and the services system
- Outlines a human services framework and plan which provides a planning and monitoring process to underpin a 10 year commitment to Redfern-Waterloo
- Locates the human services framework and plan within a locality based Strategic Partnership framework as a strategy to ensure that the other social, economic and environmental changes needed to regenerate the area will be coordinated with development of a more effective human services system
- Provides as part of the human services framework and plan, Action Plans for the service clusters, with priorities for the next two years.

A mixed methods qualitative and quantitative approach was used to undertake the Review and included extensive stakeholder involvement from providers, policy makers, service users, residents and funding program managers. Details of the methodology, including limitations, are provided in **Attachment 2**. **Attachment 2** also provides a summary of organisations and individuals who contributed to the Review, in interviews, focus groups, and other key meetings and forums held. **Attachment 3** provides details of the references, and the previous reports on needs, which were examined for this report.

2. Needs Assessment: Strengths and challenges in Redfern and Waterloo

This section provides a demographic and socio-economic profile of the needs of the Redfern and Waterloo communities. Evidence gathered from the consultation process, analysis of previous reports and other relevant evidence of need is also included in this section.

Identification of the needs is based on information from the consultations and research carried out as part of this Review, and from research and consultations previously in the two suburbs. This Review has used the Bradshaw (1972) needs analysis model for evidence based on need². This typology recognises four categories of need:

Felt – the subjective feelings of those concerned experienced as wants or desires and often related to basic human needs such as shelter, food or warmth;

Expressed – subjective needs that are vocalised or expressed by people and/or indicated by behavioural evidence such as use of services, or waiting lists;

Normative – needs identified by social norms, research and expert knowledge;

Comparative – needs identified through comparison with the profiles and issues of other areas or groups.

The value of using the Bradshaw categories is the contribution made towards identifying priorities from very long lists of competing needs and assists with distinguishing between a ‘want’ and a ‘need’. For example it strengthens the case for a need to be recognised as a priority for the area if it comprises:

- an ‘expressed’ need as indicated in the voicing of the need by stakeholders
- an ‘expressed’ need also as demonstrated in behaviour patterns identifiable in service use such as waiting lists, service usage or other statistics (e.g. police statistics on the incidence of domestic violence and other crimes)
- a need that is well established in research or social norms (normative)
- a need established in comparison with the circumstances in other areas or groups (comparative).

Previous identification of ‘needs’ in Redfern and Waterloo

The common view expressed by the community consultation was that the community, including government and non-government service providers, wanted to see outcomes, and not just more consultations. Therefore the needs assessment undertaken in this Review included the examination of previous reports and research, and undertook consultation to affirm progress and ongoing needs. **Attachment 3** includes the list of previous reports on needs which were examined.

² The Bradshaw model has endured with some adaptations as one of the best known and utilised needs analysis models in human services over the last 30 years

Needs and solutions

It is common for specific services to be named as a need but they are, or should be a response to a need. It is very important to be clear about the nature of the problem or challenge being faced by the people affected in order to be sure that an appropriate evidence-based response can be developed.

Needs and strengths

This Review utilises a ‘strengths-based’ approach to working with people and communities facing major challenges (Jeffrey 2004). This approach recognises the importance of working with a person’s or community’s strengths rather than being described in ‘deficit’ or ‘needy’ terms, eliminating the tendency for people and communities to be stigmatised by these derogatory terms. Deficit models contribute to a more ‘dependent’ outlook in people and communities, leading to greater reliance on outside intervention, and to a sense of disempowerment. Ignoring the strengths of the community can result in service responses that do not build on, support and work with strengths; or services that people will not use because of the negative image attached to the service.

Redfern and Waterloo residents talked of the stigma and loss of pride in the area for them because of the characterisation of the two areas in negative, deficit terms. Residents are proud of their suburbs and are keen to work together on addressing the current challenges. However many people currently feel that there are few opportunities to mobilise this shared commitment and to utilise:

- the personal knowledge and skill resources of all of the people in the area; and
- the complete range of community resources including the full range of financial resources across groups, organisations and individuals.

2.1 Community strengths

From interviews with community members the following strengths of the community have been identified:

- Many people value the diversity of people living in the area and therefore the social mix
- Many dynamic and innovative things are already happening in Redfern and Waterloo and there is a high level of tolerance and respect despite the negative public image of the area
- Many people in the community are flexible and willing to try new things
- Redfern has an iconic status for Aboriginal people and many Aboriginal organisations around the country have started from Redfern, for example, the first Aboriginal Medical Service (AMS)
- Many people appreciate the ‘great location’, good parks and convenient access to Sydney’s transport system

- A good proportion of skilled and employed professional people live in the two suburbs, particularly Redfern, and the proportion of Aboriginal employed professionals living in Redfern and Waterloo is relatively high
- The need for change is acknowledged and recognised by many: this is a good basis from which to work
- South Sydney ‘Rabbitohs’ are seen as a source of identity and pride for many people in the area
- Many people recognise the strengths of the existing service system including – broad range of services, the number of very skilled workers and some successful service partnerships (Chapter 3 provides more details about the strengths and challenges in the human service system).

2.2 Demographic and socio-economic profile

Overall, Waterloo is the more disadvantaged of the two areas but the striking feature of Redfern is the co-existence of extremes of advantage and disadvantage. Gentrification of Redfern is well advanced and is increasing in Waterloo. This is seen by some as a threat to the valued social mix of the area. Areas of disadvantage apply to the non-Aboriginal as well as the Aboriginal population.

2.2.1 Demographic features common to both suburbs

The total population for Redfern is 11,202 people and for Waterloo 5,202 people. The demographic features which are common to both suburbs include:

- The significance of the size of the Indigenous population in both areas – overall 4.4% of the total population of 16,404 people. Indigenous people make up 8% of Waterloo’s population (403) and 3% of Redfern’s population (311). The figure for Sydney as a whole is 1%
- The high proportion of the two populations who speak languages other than English at home – approximately half of the population of the two areas speak only English at home compared with 65% for Sydney as a whole. There are high proportions of people of Russian background (Redfern 3.2%, Waterloo 12.8%), and of Chinese background (Redfern 4.6%, Waterloo 4.1%)
- The high percentage of people with disabilities in the two areas – 1,600 people representing 10.6% of the total populations. The two main types of disability are psychological/psychiatric (46%) and muscular skeletal and connective tissue (46%)
- The high levels of single parent families, particularly amongst the Aboriginal population which has a far higher proportion (57% in Redfern and 75% in Waterloo) than for the broader Redfern and Waterloo communities
- The low proportion of children under 15 years of age in households in the two areas, compared with Sydney as a whole – Redfern 955 (8.7%) children under 15 years of age and for Waterloo 728 (14%) children under 15 years of age compared with 20% for Sydney. However children make up a much higher proportion of the Aboriginal

population in both suburbs than in the non-Aboriginal population: over one in three Aboriginal residents in Waterloo is under 15 years of age and in Redfern nearly one in four

- The higher proportions of lone person households (Redfern 20% and Waterloo 29%) than Sydney (8%). The two populations are different in that the Waterloo group of people living alone is predominantly older people while the Redfern group is predominantly younger working adults
- A large number of households, particularly Aboriginal family households, are one family not multi family households
- Both suburbs have smaller households than Sydney, with a mean household size of 2 in Redfern, and 1.8 in Waterloo, compared with 2.7 for Sydney as a whole.

2.2.2 Demographic differences between suburbs

The main differences between the two suburbs relate to age and family type:

- Waterloo's residents are, on average, older than those of Redfern or Sydney generally. Redfern's median age is 35 years, whereas the median age for Waterloo is 45 with 10% of the population being over 75 years of age
- The age profile of the Aboriginal population – the largest age group in the Aboriginal population in Redfern is 30 – 54 year olds whereas in Waterloo it is 0 - 14 year olds
- The profile of young people under 15 years of age – the largest group of children under 15 years of age in Redfern is the 0 - 4 year olds but for Waterloo it is 10 - 14 year olds
- The profile of the Aboriginal population under 15 years of age – for Waterloo there are roughly even proportions of children in the three age groups under 15 years but for Redfern more than half (56%) are aged 5 – 9 years with 25% aged 10 - 14 and 19% aged 0 - 4 years old
- Family type – in Redfern the main family type is 'couples without children'; whereas for Waterloo the main family type is 'single parents with children'. For Sydney as a whole the main family type is 'couples with children'.

2.3 Measures of social disadvantage

Two sets of indexes of social advantage throw light on Redfern and Waterloo's comparative circumstances. The first is the Australian Bureau of Statistics' (ABS) Socio-Economic Indexes For Areas (SEIFA), derived from 2001 Census data (ABS, 2003). The second set is indicators compiled for the Community Resilience and Adversity Report (Vinson, 2004) for which data collected by government agencies is also used.

These Indexes confirm the disadvantage in both areas but particularly Waterloo, and the extremes of advantage and disadvantage in Redfern.

The Vinson indicators do not include ranking in relation to levels of domestic violence, homelessness, substance abuse, or dual diagnosis of substance abuse with mental health issues. Reliable data on these issues is always difficult to obtain and establish in any geographic area.

2.3.1 Measures of social disadvantage for Redfern

On the Vinson ranking of 'social disadvantage', Redfern ranks around the level of the bottom third with 30 per cent of NSW postcodes being more disadvantaged and 65 per cent having greater social advantage.

The areas of greatest disadvantage for Redfern are high levels of:

- Mortality – difference between expected and actual deaths
- Imprisonment
- Court convictions.

To a slightly lesser extent Redfern was found to be disadvantaged in the following further issues:

- Psychiatric hospital admissions
- Disability/sickness benefit recipients
- Long-term unemployment.

2.3.2 Measures of social disadvantage for Waterloo

Waterloo ranked in the 5% most disadvantaged NSW suburbs in 1999 and again in 2003. Waterloo appears seven times (out of 14 variables) in the top 30 ranked most disadvantaged NSW postcodes. These areas of disadvantage cover high levels of:

- imprisonment
- disability/sickness benefit recipients
- court convictions
- long-term unemployment
- unemployment
- psychiatric hospital admissions
- mortality.

'Child maltreatment' the indicator of levels of child abuse is not high for these two areas. Data on both child protection and domestic violence are difficult to obtain, however it seems from the Vinson report that relatively speaking, the rates of substantiated incidents of child abuse are not high. Overall, Waterloo is more disadvantaged than Redfern but, in the next section, the findings are that those in the more disadvantaged groups in Redfern are as disadvantaged as those in Waterloo. Redfern has more issues of gentrification and therefore has greater extremes than Waterloo.

2.4 Socio-economic profile

This section is a summary profile of key socio-economic issues based on the evidence from available data. Since the available community profile data did not provide the breakdown for people from culturally and linguistically diverse (CALD) backgrounds, their circumstances have been identified in this Review through research and community consultation.

For both suburbs, the evidence shows:

- For the general population:
 - low incomes (in Redfern, 28% of the population have an income of less than \$400 per week, whilst in Waterloo the figure is 56%)
 - unemployment, particularly amongst young people
 - lack of support in public housing particularly in Waterloo
 - low levels of attainment in education, especially people who have not completed year 12
 - families with children and young people, particularly single parents.

- For the Aboriginal population:
 - significant levels of unemployment among young people aged 15 - 24 years;
 - low incomes – in both suburbs more than 50% of people have incomes of less than \$400 per week
 - significant proportions of people in public housing in both suburbs - 78% in Redfern and 91% in Waterloo
 - problems in relation to early school leaving and low levels of education in people over 15 years of age
 - significant proportions of people in the 'not in the labour force' category where this relates to discouraged job seekers and people on pensions who may wish to have the opportunity to find employment
 - very few people over the age of 55 years
 - low numbers, compared with the rest of Sydney, of children and young people – 60 preschool age, 88 children aged 5 - 9 years and 69 children aged 10 - 14 years.

Other socio-economic circumstances common to both suburbs include:

- a high degree of social mix in the populations
- a much higher proportion of dwellings in the category 'flat/unit or apartment' than for Sydney as a whole, in both general and public housing - between 65.7% and 95%
- unique cross suburb transport implications with the low levels of car ownership particularly for older people in Waterloo
- poor access to the Internet, in particular, for Aboriginal people.

The latter is considered to be a serious concern given the increasing reliance on Internet technologies for information provision to the community and as part of many jobs, even unskilled jobs.

For Redfern there are the following specific additional issues:

- The specific nature of the Aboriginal population in Redfern related to the significance of The Block nationally
- The numbers of Aboriginal people who come to The Block as ‘transients’
- The relationship between the Aboriginal and non-Aboriginal populations
- Retaining the social mix in the face of the gentrification which is already apparent and which many residents believe is inevitable, and will force out public housing and people in various categories identified in this report.

For Waterloo there are the following specific additional issues:

- Waterloo was found to have greater levels of disadvantage than Redfern
- The multiple challenges that the Waterloo area faces: low incomes generally, and many people on Centrelink payments, particularly pensions; the age profile with a large proportion of older people and numbers of children and young people in close proximity in public housing; and poor education outcomes and employment prospects leading to discouraged job seekers
- Transport access issues particularly for the older population in public housing.

2.5 Residential and workforce population projections

This section provides an overview of the current status and projections in residential population and trends in workforce population in Redfern and Waterloo.

- Redfern’s residential population growth has increased steadily (average 2.0% per annum between 1991-2001). This increase is predicted to slow to an average growth of 0.8% per annum with a total projected residential population of 12,540 by 2021. In contrast, Waterloo’s projected population growth, with a current small negative growth (-0.3% between 1991-2001), is expected to increase dramatically to 5.6% per annum between 2001-2021, rising to a predicted population of 15,200 in 2021
- Figures projected for Waterloo, indicate a cyclical change between 2011-2016 with people returning to the area. Hill PDA (2003) forecasts an end to the population decline and predicts the beginning of a cyclical turnaround.

The respective workforce patterns for Redfern and Waterloo are similar to the residential profiles. The following workforce projections are predicted:

- Redfern’s current and workforce patterns have remained static over the period 1991-2001 with few changes projected
- Alternatively, Waterloo has experienced negative workforce growth of –1.9% average per annum over the period 1991-2001. The projections for Waterloo in the future are for substantial growth with numbers moving from 2,900 in Waterloo’s workforce

population in 2001, to 5,900 in the year 2021, an average annual growth rate of 3.7%. Hill PDA (2003) predicts Waterloo as being one of the suburbs to bear the majority of construction in the Green Square area.³

2.6 Summary of key findings from demographic and socio-economic data

The main issues that have been identified are summarised as follows:

- The social mix and relative advantage and disadvantage of diverse groups
- The negative and stigmatised image of the two suburbs and the current circumstances and the poor condition of the physical infrastructure
- Groups of Aboriginal and non Aboriginal people that are experiencing challenges in education and employment – particularly early school leavers, and employment difficulties for young people and lower level education qualifications for adults
- Difficulties faced by single parent families, families with dependent children, children, and young people - particularly Aboriginal children and young people in Waterloo and the 5 to 9 and 15 to 24 year old age group in Redfern
- Significant numbers of people from CALD backgrounds – particularly from Russian, Chinese, Arabic, Greek and Vietnamese backgrounds
- Large numbers 'not in the labour force' – people on age, disability and single pensions but also discouraged job seekers
- Large proportion of people with disabilities – particularly with mental health issues
- Predominance of older, increasingly frail people in Waterloo – particularly those living alone on low incomes in public housing. Many of these older people live in close proximity to a smaller group of children and young people in Waterloo who are experiencing major challenges in their circumstances
- Significant proportion of people in public housing including those with mental health and physical disabilities who require support
- Significant proportion of dwellings – private and public - that are flats, units or apartments – in particular 94.7% of public housing in Redfern and 82.8% in Waterloo
- Movement of a number of Aboriginal people coming and going to The Block, daily and for longer periods
- Cross-suburb transport issues, given the low vehicle ownership in these areas
- The potential for the increasing gap as the two areas gentrify.

³ Source: The Hill PDA Report (2003) provided by the former South Sydney Council based on historical ABS and Transport Data Centre data and discussions with Council, Department of Infrastructure, Planning and Natural Resources and major developers.

2.7 Needs and issues arising from community research

This section identifies the impact of issues raised in the various socio-economic profiles and the impact on the daily lives of people in the Redfern and Waterloo communities. Existing demographic and socio-economic profiles were found to be useful. However, further data relevant to matching existing services and resources targeted to the *specific* needs of certain populations groups were needed. Information was gathered via a number of *additional sources*, including State or Local Government data such as the health services report conducted by the former Central Sydney Area Health Service, survey data from Redfern and Waterloo residents themselves and government and non-government service providers, including Aboriginal service providers.

Our research revealed many current issues and concerns residents have around the access to, quality, cultural awareness and sensitivity of key areas of service provision and support for both Aboriginal and non Aboriginal populations including: parents, families and children; young people; people with disabilities and carers; and people with diverse cultural backgrounds including Aboriginal and people from CALD backgrounds. The following is a summary of what people in the Redfern and Waterloo community said:

2.7.1 The need for support for parents, families and children

- There is widespread concern for the future of many young people aged 12 to 25 due to their disengagement from family, community, culture, education and/or employment, in particular young people's involvement with drugs and alcohol, and children and young people at risk of disengagement from education or who are seen as 'chronic school refusers'
- There is a perceived lack of support for parents in relation to their own health and wellbeing, and support in relation to early childhood development, activities for children after school and during the holidays, and mentoring and role model approaches
- There is concern about the high level of drug and alcohol abuse amongst parents using services. High proportions are clients of the Department of Community Services (DoCS).

2.7.2 The need to strengthen coordination and quality of service provision for Aboriginal and non Aboriginal communities

- Lack of coordination and the need to improve the quality of services emerged from the community research amongst the highest priority issues to be addressed. The complexity of issues highlights the need for improved coordination and service delivery. Evidence based research and practice experience show that no one service or service area can solve such complex issues on its own.
- Fragmentation of services and the lack of collaboration, coordination and holistic services to address peoples' needs were raised as issues by every stakeholder group.

It was particularly raised in relation to working with people who have ‘high and complex needs’. The need to ‘work/think beyond silos’, and ‘break out of silos’ were mentioned consistently by many people. Many services, government and non-government, when interviewed could not comment on issues beyond their own service or sector and had very few or no ideas about the service system overall or how to improve it other than by obtaining more resources

- The need for a stronger focus on results or outcomes for clients, rather than organisational or program outcomes from service provision, a focus on client outcomes relates to the achievement of change for clients or successful maintenance of a client’s circumstances. Concerns were voiced that many services seemed to be working more for and from their own sense of the priorities and goals. Comments have been made that some services and workers have become institutionalised in their thinking. There was little evidence that client outcomes were articulated for either government or non-government services.

2.7.3 The need for community leadership and opportunities for capacity building

- Amongst both the Aboriginal and non-Aboriginal community many people and providers raised the need for community leadership and leaders. In the Aboriginal community there is particular concern regarding the lack of support and opportunities for men to develop their ability to take a responsible role in families and the community.
- ‘Capacity building’ was perceived to be another important issue that needs to be addressed – ‘capacity building’ meaning: recognition of the existing capacities at the local, individual and institutional level and providing opportunities for building individual and community capacity for change.

2.7.4 The need for strategies to ensure safety of individuals and the community

- The community describes problems related to crime and community safety as played out in the relationship and tensions between the police and the Aboriginal community, and with young people and some youth services. Crime concerns mentioned frequently include the presence of dealers and drug users particularly in The Block area; petty crime such as bag snatching and muggings; and children and young people throwing rocks and damaging cars as they roam the streets, particularly at night.

2.7.5 The need to improve services for Aboriginal people, people from CALD backgrounds and people with mental health and dual diagnosis issues

- There is an expressed need for cultural awareness and sensitivity in services and more workers from diverse cultural backgrounds – for Aboriginal people and people from CALD backgrounds. There is also an expressed need for more opportunities for young people to be engaged in cultural activities. Better services are needed for the communities with older age profiles, and family support for the more newly arrived cultural communities.

Additional and specific needs identified for the Aboriginal community include:

- The need for support and services for Aboriginal health: health prevention and education issues, particularly drug and alcohol issues, mental health and dual diagnosis. Also evident are the reported high levels of mortality, sexual abuse, domestic and family violence. Problem gambling is also seen as an issue.
- These problems manifest in poor parenting skills, a high level of incarceration, instability in housing, low self-esteem, and poverty generally. The result of this can be children who are unsafe and traumatised and children who are alienated and disengaged from community and family life.

Regarding people with disabilities, concerns included the need for:

- Support for carers
- Improved services for people with intellectual disabilities
- Support for younger people with disabilities to live in the community.

2.8 Conclusion

This chapter has included an overview of the demographic and socio-economic factors drawn from population surveys and survey data from community consultation, and has drawn on findings from research relating to comparative and normative need.

For human service planning, key policy areas emerging from this analysis of data are:

- A well coordinated human services system response
- Mental health and drug and alcohol issues
- Dual diagnosis services
- Employment
- Health - for the Aboriginal population in particular
- Youth services
- Family and domestic violence
- Family support
- Crime prevention and criminal justice

- Community safety
- Housing support and homelessness
- Services for people with disabilities
- Improved cultural appropriateness of services.

System priorities include:

- Integration of services and support for particular population groups including – Aboriginal people and people from CALD backgrounds; young people and families and children, particularly single parents
- ‘Inclusiveness’ strategies, that give individuals and the community a sense of commitment, pride and connectedness
- Utilising the existing skill resources of all people.

3. Analysing the human services system

Human services systems comprise both government and non-government service providers in areas such as family support services, childcare, aged care, health services, youth services, education etc. However the system is more than just a range of the services that exist. An effective human services system has an articulated framework and plan comprising a number of elements that need to be developed by the partners/stakeholders in the system. The elements include:

- an agreed scope
- an agreed set of outcomes and objectives
- leadership, planning and decision-making structures and processes to make partnerships concrete and effective
- a planned and coordinated range of services, service models and methodologies based on evidence about the needs of the area
- policy frameworks for management of data collection, accountability processes, resources of all kinds, support for the auspice and governance bodies providing services, development and training strategies, and review and evaluation strategies.

This framework has been used in assessing the human services system in Redfern and Waterloo and in developing proposals for the way forward. The Review has also used as an organising principle the concept of clustering services around key population groups and issues emerging from the needs analysis. These clusters provide a framework for strategic use of resources to address needs.

The Review has identified the need for major system change and five priority areas for attention in the first year: youth services; family and children's services; Aboriginal services; domestic and family violence services; and health services (including mental health and dual diagnosis). Another four clusters are to be addressed in the second year: improving services for people from CALD populations; housing and homelessness; ageing; and disability. The human services system must be supported by other key strategies of which employment should be the highest priority. The employment strategy proposed is being progressed as part of the Government's *Infrastructure Plan for Redfern-Waterloo* and is essential to the human services plan.

This Chapter provides an analysis of the whole service system, and each of the 11 service clusters.

3.1 The human services system as a whole

3.1.1 The size of the system

This data is the best available estimate of existing services based on an extensive data collection exercise. This data was cross checked against information provided by funding bodies, and a further validation process was undertaken in interviews with key providers in the service clusters. Whilst there may be a small number of small services missed in this exercise, the Review Team is confident that the main services in the area have been identified.

In total this Review identified 102 organisations providing a total of 192 services to residents. **Table 1** outlines the distribution of services across jurisdictions and sectors. The 19 Aboriginal organisations are also included in the total number of NGOs in area and out of area.

Services are funded by a combination of State, Commonwealth and Local Government, with a small allocation of independent resources by large NGOs such as the Salvation Army, St Vincent de Paul, The Benevolent Society, Centacare, Barnardos and Hillsong Emerge.

Table 1: Organisations and services

Auspice	Organisations	Services
State government	12	53
Local government	1	13
Commonwealth government direct service providers	2	2
Non-government organisations (NGOs)	48 organisations in area 39 organisations out of area	76 services in area 46 services out of area
Aboriginal organisations – these numbers are also included in the NGO figures	Total of 19 15 in area 4 out of area	Total of 22 services in and out of area

Some services were funded to provide services in geographic areas where Redfern and Waterloo were the main, but not the only, catchment areas. Overall, very few services were funded to focus solely on the Redfern and Waterloo areas. For those organisations which provided the relevant information, 30 identified their services as solely focused on Redfern and Waterloo. It must be reiterated that this does not include the core services of government departments such as DoCS and NSW Health and does not include services which did not indicate their specific catchment area.

Very crude estimates of the data provided to the Review suggest that there is between \$8 - \$10m in human services identified as specifically targeted to the residents of the Redfern and Waterloo suburbs alone. In attempting to assess the allocation of resources, across the system, the Review was confronted with methodological issues including the potential for double counting when a service works across several clusters, eg. youth services and mental health, and non-reporting on this item by many services. It is our best estimate that the allocation of resources to human services to the Redfern and Waterloo suburbs is more likely to be well in excess of \$30 - 40m per annum.

This broader estimate takes account of services provided through:

- Aboriginal specific organisations
- State and Commonwealth Governments
- services targeted to the whole population of the City of Sydney Council (SCC) Local Government Area (LGA) or to more than four suburbs including those in the surrounding LGAs
- Commonwealth funded Job Network services located out of area
- the contribution of other NGOs providing services into the area from surrounding suburbs.

However the crucial issue is whether the resources are distributed in an effective way across the identified needs of the areas and whether the services available have the capacity, particularly in service models and staff numbers, to meet the need. This issue is examined further below.

Across all services, budgets ranged from \$1,000 for the smallest service to approximately \$640,000 for the largest Redfern and Waterloo only services.

In analysing the service clusters, it is important to consider the themes and issues which have emerged from an analysis of the whole system. This section briefly describes some of the features which have emerged and offers some analysis of the implications for improvements across the system.

3.1.2 Brief summary of organisational survey assessments

This section includes only those aspects of most significance to the future of the system. Organisations were asked to self-assess on a number of aspects of their service and this summarises the strengths first and then looks briefly at the problems which were identified by services.

In almost all of the following elements services rated themselves highly:

- **How well do services think they meet the needs of the community?** - Overall more than 50% of services thought they were meeting needs moderately well, 24% thought well, 19% thought poorly and only 1% thought very poorly

- **Accessibility of opening hours** – more than 90% of services thought their hours were good, very good or excellent
- **Capacity to meet demand** - just over 50% thought that their service had the capacity to meet demand; most of the family services cluster assessed their capacity as very good or excellent
- **On cultural appropriateness** – 98% rated themselves as good, very good or excellent
- **On effectiveness measures of:**
 - **accountability** - 29 services self rated as excellent, 43 as very good, 17 as good and 5 as poor
 - **governance** – 29 services self-rated as excellent, 35 as very good, 28 as good and 2 as poor
 - **performance reporting** – 17 services self-rated as excellent, 32 as very good, 40 as good, and 5 as poor
 - **on management** - 23 services self-rated as excellent, 40 as very good and 2 as poor
- **On client focus** – 41 services self-rated as excellent, 37 as very good, 15 as good and two as poor
- **On diversity** – the vast majority of services ranked themselves very highly on this measure with most claiming to have good CALD and Aboriginal strategies in place – some were less confident about their services to Aboriginal communities. However very few could identify specific strategies. Only two services self-rated as poor.

These are self-ratings. In the next section of this chapter these ratings are assessed against the findings of the organisational analysis and service assessments. In many cases the self-ratings are found to be inconsistent with these findings.

3.1.3 Strengths of the system as a whole

Following a strengths-based approach to assessment of the system, strengths were identified from the consultations with residents, providers, policy makers and program managers, and from research and assessments. In summary these strengths are:

- There is a broad range of easily accessible services in the area and for some groups there is choice of some services
- Many people in the community value the staff of the services who are seen as approachable, supportive, committed and very skilled in some services
- A shared and common set of concerns were identified across stakeholders (although different groups may have different views about strategies for the future), indicating a sound foundation for initiatives based on groups working together
- A wide range of services were seen to have considerable local knowledge, including Aboriginal services
- Many of the workers see the non-government services as locally driven, governed and managed, with knowledge of the local community and needs

- Workers value the flexibility of informal networking
- There are some co-ordinated leadership development initiatives.

3.1.4 Characteristics of the system that require improvement

There are a number of aspects across all services, government and non-government which require improvement system wide:

3.1.4.1 Outcome based reporting

Very few organisations and services, whether government or non-government, are working to achieve client outcomes and very few funding reporting processes require evidence related to outcomes. By far the majority of reporting relates to outputs. Some recent funding agreements do require more detailed qualitative reporting on activities and services related to outcomes. There was no evidence which we were able to locate of any requirements for comprehensive client feedback or consumer or community participation in determining outcomes or evaluating services. A few NGOs had good client feedback processes and a smaller number had established and regular evaluations of their service. There is also an excellent model of consumer involvement in a mental health service. One of the most significant development needs across the service system is improved evaluation and consumer input into the planning and evaluation of services.

Some organisations are working on aspects of quality frameworks such as policies, planning, training, evaluation, and data – but few are strong on these. Data collection and evaluation of services is very weak across services.

The Review proposes:

- a local outcomes based human services plan with a simple and low cost monitoring and assessment process and tool
- more evaluation of services
- locality based basic data collection to support local planning and evaluation
- improved consumer and community participation in planning and evaluation of services.

3.1.4.2 Accountability to people who use services and the community

Examination of the material provided, and interviews with organisations and services, indicated that accountability to the community and users is not a priority in service, or in program, management. Reporting to the community is not strong, and improvement is needed including, in government, monitoring of their own services as well as of non-government services. Most non-government agencies are required through legislation to convene an Annual General Meeting to formally report to their membership and to advertise these meetings to the broader community. Hence the opportunity for communities to

comment on the work of NGOs is more publicly accountable at the local level than are governments.

Government on the other hand is more open to public scrutiny through the parliamentary process and often through the media. This is not however a strong or proactive system for effective accountability of government services to the community or users at the local level.

One of the training priorities should be good practice consumer participation in service planning, review and evaluation.

3.1.4.3 *Accountability to funding bodies*

There is a huge range of reporting requirements across all of the programs and funding bodies and this is a frustration for many NGOs in particular. Accountability to funding bodies appears to be high in compliance, by both government and non-government agencies, but the majority of accountability requirements for government and non-government services are output based and not outcome based. This would be improved if the outcomes based approach proposed for the new system is adopted. Doing this well requires time, training and a commitment to establish different methods of seeking consumer, community, and peer feedback, but the result is more effective services, which can demonstrate that they are effective.

Making major inroads on the question of multiple accountability requirements is a very difficult issue to resolve. Many of the services are funded through joint Commonwealth/State programs with national minimum data sets or state based programs with state wide data sets. Unravelling this requirement would potentially undermine the evolution of better state and national data on important social programs. Through the proposed partnership planning approach there may be opportunities for each funding body to explore the potential for more common data systems across their own programs. The Review team cautions against any notion that simplifying the data collection across programs would be easy to achieve. We believe such a goal would be very difficult, if not impossible, and would undermine other more important changes needed to the system.

This Review is suggesting a local monitoring and assessment framework and data tool, for government and non-government agencies, which is simple, low cost, contains a proposed minimum data set for local planning and evaluation, which is compatible with existing data systems, and implies a very small workload on organisations. Over time, a stronger, locally based partnership of the key funding bodies might provide some insight into how to reconcile the need for state and nationally consistent data collections with locally based and manageable data systems.

3.1.4.4 Governance capacity

There are difficult issues related to governance across government and non-government organisations.

Some smaller NGOs experience challenges maintaining good governance. They are struggling with viability issues related to attracting and retaining Board members, attracting qualified managers, managing increasing accountability requirements, and managing on very small budgets. However some of these organisations are very important to retain. Others could be encouraged to amalgamate with more viable NGOs.

Many small NGOs across Australia are finding it increasingly difficult to survive and models which encourage more viable and sustainable organisations are important goals. More effective models and governance could be addressed in a capacity building strategy for NGOs proposed in the Human Services Delivery Plan. Some older NGOs are also experiencing challenges in hanging onto old models of governance and service delivery and need to be challenged to develop new models or to relinquish resources.

Future initiatives for building more viable NGOs include piloting a 'back office' model, exploration of the potential for amalgamations and/or co-locations, and corporate support from large well-resourced NGOs for smaller NGOs.

Government agencies on the other hand mostly have the benefit of a large government bureaucracy behind them and there were few viability issues for these services. There are however other issues such as the lack of clear processes for decision making on key systemic issues, for including the public in annual scrutiny processes, and very limited opportunities for clients to have any input into policy or program setting.

A locality based health service should be explored for this location in keeping with approaches tried in other countries. This will require considerable flexibility and openness on the part of the managers and decision makers. The local health service model could be trialled for 3-5 years to test outcomes and results for individuals and communities.

3.1.4.5 Client focus

Whilst the majority of services were very positive in their self-rating on client focus, it is actually poor. Very few had client outcomes which were the driver in their work and there were few models of consumer involvement or feedback processes identified. This applies to government and non-government service providers.

It is our assessment that the level of understanding of good practice in client and consumer focus is low across the whole service system with very small pockets of good practice. This high self-rating is another common misconception in human services which is not unique to Redfern and Waterloo. Most providers do genuinely believe they are doing the best for their

clients, however most organisations do this from their own assessment of what is best, without including clients in the assessment or decision making.

Developing this skill should be one of the priorities for capacity building. Action research is now widely used to include client involvement, to support reflective practice, and to feed into more formal evaluations. This should also be a priority for the capacity building strategy.

3.1.4.6 Target Groups

The targeting of age groups by services reveals a reasonable spread of coverage across all age groups and across families and individuals. This is consistent with the Review finding that there appear to be no major gaps in the area in the targeting of age groups.

The data also reveals a good spread of service coverage across fifteen population groups. When this coverage is cross checked by age and population group characteristics, the evidence suggests that targeting by the whole service system is well distributed in most areas with the exception of services for men, carers, and people who are gay or lesbian. If you take into account that people who identify as gay or lesbian represent a small section of the population, their highest needs will often be health related, and that few people raised gaps for this population group, it is reasonable to assume that the coverage in this area for this population group is not problematic. Men however make up a high population of people dealing with drug and alcohol and mental health related issues; the low rating in this question may have been interpreted as identifiable men's only services. In future planning services for men and carers need consideration, particularly those for men.

3.1.4.7 Accessibility of opening hours

This is an issue on which the high self-assessment ratings do not align with feedback from the Review in areas such as youth services, mental health, drug and alcohol, domestic violence. This was an issue for people with mental health issues and/or drug and alcohol issues. Young people, and some families wanted access to services in a broader range of hours. Not all requests for extended opening hours will be reasonable; some common sense and wisdom is required regarding how to establish the real level of need for broader opening hours. Flexibility of approach to programming of opening hours will be essential.

If services had more regular and more innovative client feedback processes this might establish a better base from which to make decisions for the future. Youth services could, for example, develop a roster for weekend activities and provide a range of low cost activities for young people. This might require services to reconsider their opening hours to cater for the additional costs of weekend work but this could be shared across the youth system. This should be addressed in the development of the strategies in all of these priority areas. The fact that potential responses to the problem have emerged from the network of youth services themselves is a prime example of silo thinking on the part of the services and, perhaps, of the funding bodies.

Opening hours should be addressed as part of the youth services strategy and of a locality based health service.

3.1.4.8 Capacity to meet demand

Just over half of the services responding to this question thought their capacity to meet demand was good or very good, 25% thought it was poor or very poor. The 'poor' assessments were concentrated in the disability and aged care services, dual diagnosis, and two housing services. This is consistent with the findings of the Review that the system has significant capacity but that the strategic development of the disability and aged clusters needs to be considered in the next two years.

The other extremely relevant observation is that the self-assessment does not align with the community's view that there are not enough services for children. Family and children's services rated their capacity as very good overall. Whilst some of the 'expressed community need' for services may relate to child care services, it is our view that the more likely explanation is that there needs to be better information available for the community about the full range of services available for families and children, and a better match between services provided and what families need. The family and child services cluster should explore this issue as a priority.

3.1.4.9 Access to information

This Review found it very frustrating trying to establish the contact details for organisations in the initial phase. There was no directory of services and many services told us there was no directory anywhere, just resource lists in different networks. This advice also came from many government agencies. Mid-way through the Review we discovered the Tri Community Exchange web-based data system which has just over a 100 services listed for this area. It is by no means complete and as a web based service only: residents need to have access to a computer and know the name of the web service to access this resource. Many community stakeholders, residents and providers complained to the Review of the lack of a good local information service.

Two services are funded to provide information. However what they actually provide is advocacy and policy information. This needs to be addressed because information is a crucial need for any community. An effective information strategy needs to be more than pamphlets, posters and basic educational material. Well developed and maintained, high profile information services are core to an effective human services system. Integrated approaches to services would also consider entry points within service clusters as crucial points for providing information. Integrated intakes and referral systems ensure that people access service delivery from any one of a number of organisations rather than being referred around and potentially lost in the system, or having to know the exact service that they need.

This Review recommends a review of the two information services and suggests that the Implementation Working Group create a modern information service for the area.

3.1.4.10 Cultural responsiveness

The high self-assessment of services on this issue does not align with what many CALD and Aboriginal organisations and groups stated in their feedback across the system. Many services claim to have employed people from CALD backgrounds or Aboriginal people or to be trying to do this and having strategies in place to ensure cultural competence in their service. However few had examples of what they do apart from broad equity statements.

This mismatch between what services perceive and how CALD and Aboriginal clients and workers reported on this issue, and what some residents argued, is an important finding. It highlights significant training issues and the need for the strategy proposed in this Review to build cultural responsiveness especially to CALD communities.

A deliberate and planned strategy is recommended to improve cultural appropriateness by increasing the employment of people from CALD backgrounds in human services, initiating a cultural awareness training strategy for all services using existing workers from CALD backgrounds, and the possible development of a network of CALD workers supported by the City of Sydney Council (SCC). People employed from diverse cultural backgrounds do not need to be in service provider positions or work with people from CALD backgrounds. The significant factor is that the organisation or service should be seen to be multicultural in its makings.

3.1.4.11 Planning

Of the 108 services completing surveys, 83 operated with a strategic plan, leaving 25 with no strategic plan. All of the major provider organisations had clear strategies and plans and most stated that these drove their organisation.

Government organisations have strategic planning mainly located from head offices or parent agencies. Strategic planning at locality level in government agencies was rare. There was very mixed reporting within the central strategic plans on activities relevant to Redfern and Waterloo specifically.

This is a capacity issue and reflects the resources of organisations and skills in planning. It also reflects the focus on output reporting across most agencies.

3.1.4.12 Staffing

Identifying the total number of staff providing services to the area was very difficult, especially for those services which are regional in nature. Many services could not extrapolate the staffing allocation for Redfern and Waterloo.

At the best estimate, based on the information provided, the 26 key agencies in the area employ:

- 107 full time
- 36 part-time
- 27 casual staff for identified Redfern and Waterloo services.

This does not include some key Aboriginal services, some Government health services, some region wide aged care and disability services, youth justice, and many region wide employment services.

3.1.4.13 Back office services

The Review team commissioned a small research project to identify models of bureau or back office services especially for NGOs. Only two models were found across Australia: co-location and back-office or community bureau models. There are advantages in both models and there is potential to pursue both in Redfern and Waterloo. When NGOs were asked about this concept at NGO forums, there was little knowledge of, and little interest in, the idea. However in one on one interviews there was more interest and openness to further consideration of both options.

This should be explored further in the implementation stage by the Human Services Implementation Working Group and in conjunction with the Council of Social Service of NSW (NCOSS).

3.1.4.14 Training

There were 101 services which identified providing specific training. This ranged greatly in quantum and extent from seminars and forums to student placements and in-service programs.

Whilst many services stated that they had a lot of training, training in some key areas was notably low. In particular we could find no evidence of training on such contemporary issues as good practice, strengths-based approaches, collaborative work, dual diagnosis, contemporary governance, or working in early intervention models.

The Review has recommended a major focus on joint training as both a skill development strategy and as a major effort at building better relationships and a foundation for an integrated service system.

3.1.4.15 Service models

The range of service models is improving and there was evidence of new approaches being conceptualised throughout this Review. The six services funded through the RWPP were definitely targeted to introduce appropriate new service models. Being innovative and not

well understood by many people, some of the services have struggled to establish themselves effectively yet. Of the six, one requires an immediate performance review and development of an evaluation framework while the other five should have a performance review or evaluation in the next eight to nine months because of the need to establish how well they are meeting the need for such new service models in their respective service clusters. It is also our expectation that the development of effective service strategies in the relevant clusters will establish that these services are needed, although they may need improvement or change.

The descriptions of service models in the surveys were limited:

- Mostly based on people coming to services rather than going to places where people are as part of their everyday activities, however there is evidence that this is changing
- Connections between services are predominantly through information, referral and networking, not coordinated collaborative models of service
- Accessibility aspects such as location, availability out of 9-5 hours, and cultural appropriateness are limited
- There were a few examples of out-servicing by health agencies and this needs to be addressed.

Improved service models should be an outcome of the development of relevant strategies for the service clusters as recommended in this Review: with an emphasis on integrated models and approaches.

3.1.4.16 Collaboration overall

There are pockets of good collaborative effort across all service clusters and almost every organisation expressed a keen desire for improved collaboration across the human services system. The Review team was struck by the high level of distrust and the lack of respect which permeated the human services system in the area. This is sometimes strong between individual organisations in any service system. It is often seen in child protection or mental health where few organisations understand the pressures and demands on government services in complex service delivery areas. However in this area we would describe this culture of disrespect as almost endemic. There are very few organisations allowed to provide effective leadership or modelling of collaborative skills and practice. This also manifests in some clients not being referred on to appropriate services.

Development of collaboration is a core strategy required in every service cluster and across the system and needs to be addressed as a matter of urgency particularly with modelling effective collaboration from key leaders. Most of the six services funded through RWPP assume stronger collaboration and development of a shared understanding of an integrated approach to service delivery. Because collaboration is very poor in the area these services are struggling to become effectively established and to demonstrate their value.

3.1.4.17 Value for money

Throughout this Review it has been difficult to obtain sufficient accurate information regarding funding levels and output or outcome data for services for the Review Team to be able to do a reliable economic analysis. In many cases it was difficult getting surveys returned. For those services where survey forms were returned there was great variation in the value of the data provided and very little comparability. Value for money has been covered in aspects such as:

- the value placed on services by users and the community
- the extent to which the sectors themselves report that they believe that the needs of target groups are being met
- the qualitative assessment by the Review Team.

The new human services system would offer unique opportunities to establish an economic assessment over time based on a simple but effective locality based data collection.

It is our assessment that the service system, as it is currently operating, could offer better value for money. There is a very substantial amount of public funding invested in this area. We were constantly surprised at the number of providers and community members who commented on the richness of the array of services in these two suburbs compared with adjoining suburbs and other communities in which they had lived and/or worked. As we were unable to locate another review of a full human service system in Australia, or internationally for comparison, this has been too difficult to fully assess within the timeframe and resources of this Review. However, from the considerable experience of the full Review team, in our view this is an accurate assessment of the resource levels in the overall system.

Improving value for money will require the implementation of the reforms proposed in this Review. In particular better collaboration is urgently needed to improve effectiveness and efficiency. The development of an improved data collection and evaluation process for continual improvement is also needed.

3.1.4.18 Leadership

It became very apparent during this Review that there are few people who are seen as, or given a mandate to be, community leaders across the range of stakeholders. It was also apparent that this community may not have a culture that values or supports community leaders. Community leadership development initiatives contribute to the creation of an environment that supports people with community leadership skills.

Working effectively with the community will require trust building work and staff with well developed facilitative and partnership skills. This will also demand a strong partnership in evidence between the three levels of government.

3.1.4.19 Integrated service delivery approaches and case management

A number of new services that have been funded in recent years are examples of more contemporary models of service as has been mentioned in the review of the clusters.

In addition, a team has recently been established to facilitate integrated case management in the case coordination model for families with young children. Work has been progressed to enable information sharing which is one of the key elements that needs to be addressed in these models. It is very early days to be assessing the progress and there will be implementation complexities to be ironed out, particularly around ensuring that the case coordination is integrated across agencies and not an arm of only one agency.

This is an essential area for development in the human services system as a whole and within the service clusters and is core to many of the recommendations.

3.1.4.20 Sector development

There is little evidence of any sector development in the service system in Redfern and Waterloo. Effective human services systems are based on a core partnership – that between the policy and purchasing roles of government and the service provision by both government and non-government providers. Part of this partnership is mutual accountability in relation to effectiveness – on the one hand, accountability for sound evidence based planning and purchasing, and on the other, for effective delivery of the services and evidence generating review and evaluation. Within the NSW Government there are projects to improve government services provision and there is a Statewide Capacity Building project relating to the non-government sector.

Within the non-government sector the network of peak bodies is usually one of the mechanisms for sector development and in NSW the overall peak body provides leadership in this work. In Redfern and Waterloo there is no peak body that is specific to the area. One body exists which covers seven local government areas and it is not appropriate for this body to be the key organisation for sector development in the area.

The Human Services Delivery Plan includes a number of recommendations to build the skills and capacity of all organisations and services working in the two suburbs. RWPP needs to play a shared leadership role in this area.

3.1.5 Summary of aspects across all services which require improvement system wide

The Review has concluded that the challenges facing the whole human services system are considerable and that problems exist, namely:

- Services are uncoordinated and fragmented
- Complex social needs identified by the community are not well addressed
- Service provision emphasis is currently output not outcome based
- A mismatch between clients expressed needs and perceptions of need by service providers
- Limited sensitivity to cultural diversity among service providers
- No systemic leadership/partnership structure exists to ensure locality based planning, decision making, community engagement or capacity building
- Service delivery models are isolationist, delivered on the basis of historical decisions in the absence of evidence based need and agreed outcomes and objectives.

3.1.6 Conclusion

In summary, the human services system in Redfern and Waterloo represents a substantial investment of public expenditure by all three levels of government, a very comprehensive network of services, some good examples of innovative practice in the area, with significant potential to provide improved services. There are significant issues regarding the need for improved collaboration and opportunities to build on existing good will. The recommendations from the Review are designed to significantly reform the service system and to build better linkages across clusters and individual services.

3.2 The service clusters

This section examines each service cluster and identifies key actions needed to build more effective services.

3.2.1 Family and children's services

3.2.1.1 Context

Supporting families to raise healthy children is widely accepted as good public policy and NSW has led the way with a number of initiatives which aim to improve family support and to build stronger community networks. Families First is a leading practice approach to integrated system development. A continuum of services from early interventions such as antenatal and child care through to crisis interventions in child protection notifications and adolescent counselling services are required to support families. Whilst Redfern and Waterloo are assessed as having high needs for services for families and children they do in fact have a lower number of families with children than for Sydney as a whole. Redfern in

particular has considerably less (8.5% compared with 20.1%). The Redfern and Waterloo areas have some features which create a high need for more services at both ends of this continuum, namely:

- High numbers of sole parent families living in high rise public housing
- High numbers of Aboriginal sole family households and fewer multi-household families compared with other urban and regional Aboriginal communities
- Reported high incidence of drug and alcohol use and DoCS involvement by families using existing family services
- High proportion of dependent children under 15 in Aboriginal families
- More preschool children in Redfern and more older children in Waterloo.

Many of these families have very low incomes, in contrast with the above average incomes for other sections of the population. Thus there exists a set of conditions which have the potential to create a two tiered community – those who are benefiting from high economic and educational attainment and who stand to benefit from further development, and those who will remain trapped in low living standards whilst raising children.

3.2.1.2 Existing services

Many mainstream services, such as health, provide services to families with children. There is however an identifiable network of services which specifically target families with children up to the age of 12 years. Services for 12 to 25 year olds are more likely to be delivered through dedicated youth services. Many families have children under 12 as well as adolescents, and this split in the service system is now often seen as unhelpful. This section focuses on those services directed to families with children under 12 years old but this should be considered in conjunction with the Youth Services Cluster.

There is a range of organisations providing services for families with children ranging from antenatal health services, childcare and preschools, primary schools and high schools through to community support services and intensive family support services and child protection services. Some youth services provide services to families with children and these services are addressed under the section ‘services for young people’ at 3.2.2. Health services also provide a range of services that are essential to families with children in Redfern and Waterloo. They will appear in the ‘health’ section at 3.2.5. Some of the services which fall under the ‘families with children’ umbrella will also appear in the section exploring domestic/family violence.

There are 44 services directed at families with children in Redfern and Waterloo; 26 of these are located in Redfern and Waterloo and 18 are delivered by out of area services. Some of the Redfern based services also provide services to the adjacent suburbs. There is a mix of government and non-government services and there are more non-government auspiced services than government auspiced.

There is an array of service types with considerable choice available. The numbers of services are given in **Table 2**.

Table 2: Numbers of services by key type

Numbers of services by key type	
Intensive family support	3 services
Child care	14
Play groups	5
Activity programs	8
Disability	6
CALD specific	2
Aboriginal controlled	8
Toy libraries	2
Health specific	6

Strengths

Key strengths of this service cluster include:

- a higher level of respect and collaboration within this service cluster than any other reviewed
- some services with integrated case management approaches
- a service with a strengths-based and ecological approach based on community connectedness and working with families in their environment
- an effective network
- a focal point for the coordination of activities for children 0 to 8 and their families
- an excellent model providing playgroups in partnership with a range of other organisations at a range of venues. The model exemplifies accessibility and effective outreach/outservicing
- the development of some good working relationships
- an effective service in the Families First tradition with antenatal home visiting to Aboriginal women and universal post natal home visiting scheme, which are well regarded.

Service gaps

The most significant service gaps are services dealing with family violence and sexual assault. Sexual assault needs to be linked with all family services. The services need to be culturally appropriate and should be discussed with the Aboriginal and CALD communities before being progressed. The need for more programs on parenting skills was the other identified need. This need might be addressed through better planning and use of the existing resources.

3.2.1.3 Analysis of this service cluster

There is a comprehensive family and children's service cluster in this area. There are some innovative service models emerging from this cluster and overall this service system appears to be working well compared with other services clusters. It has a more effective network structure including through an established working group. There are only three organisations in need of transformation.

Breadth and scope

There are a large number of organisations ranging from very small services with only one full time employee to medium sized services with (excluding Government health services and non-specific family support services) around 8 fulltime staff. Some are well respected statewide and national children's services, and others are well respected local services. Many of the services have a sole or primary focus on Redfern and Waterloo. The range of services provided is considerable and includes most of the activities and support services to be expected in this cluster. There is an identifiable continuum of services from the intensive and crisis support through to small pockets of early intervention.

This cluster contains new services and facilities established within the past 18 months. All of these services are making a significant improvement to services and some of the best collaborative effort is evident in their practice.

Collaborative planning

This sector also has more forums for joint work than any other cluster and most of these are contributing to the more cohesive service cluster. The Review detected more respectful relationships and more evidence of better referrals than in other clusters.

There is a need for a working group with a more strategic focus, better servicing and a more targeted and better articulated service strategy.

Client outcomes

Very few services reported working in a framework with client outcomes guiding the processes. Generally they reported the objectives of the services which in some cases included numerical outputs they are required to meet. Some of the more recently funded services do have a stronger client outcome focus and services are required to report against these outcomes.

Recent work across the world is seeing significant effort being directed into better links between youth and family services. However a need remains for separate, but linked, services and this is addressed later in this Report. Client outcomes need to reflect stronger links with youth services especially for adolescents.

Viability

This cluster contains some of the largest and most viable organisations in the human services system in Australia. These large organisations have excellent infrastructure and, usually, very good governance and management. They do not struggle with viability issues and are very strategic in their service frameworks and delivery models.

The cluster also contains some of the smallest organisations. All are experiencing viability and sustainability challenges which need to be addressed.

Capacity to meet demand

This is a difficult question to untangle. Most organisations rated their capacity to meet demand as good with some saying excellent and a small number saying poor. The broader community, including some providers in other clusters, perceive high unmet demand. The previous review of family services in the area reported that 95% of people using these services had drug and alcohol issues and that around 80% had DoCS involvement. However the data systems do not enable any analysis of whether this number is small in the overall population, whether it is the same people, how the existing service system works with the drug and alcohol issues for families, or how significant those issues are. The current Review has established that there is a considerable network of services in the area, especially compared with other regions and jurisdictions with similar size suburbs. The number of families is lower than many other areas in Sydney. The new services were established in response to identified needs in the area but they are very new and still establishing themselves.

Until better collaboration can be achieved the Review is left with the same question of whether a more collaborative approach to planning and integrating services will achieve a better level of service and better capacity to meet demand.

Premises

Most premises are generally good to excellent with the exception of one service which is urgently in need of improved premises. This should be considered in the human services plan and in opportunities presented in new developments or renovations.

Cultural appropriateness

The overwhelming majority of services reported that they had specific work practices to cater for Aboriginal and Torres Strait Islander staff and clients and staff and clients from culturally and linguistically diverse backgrounds. However many reported difficulty attracting staff from both populations. This is a systemic issue and needs to be addressed at the locality level as proposed in both the employment and the capacity building strategies.

There are extremely few CALD specific services, they are not well supported and not active in the working groups.

3.2.1.4 Conclusion

This service cluster is delivering a range of services to families and children and has evidence of better collaboration than other clusters but this could be significantly improved by increased collaboration and building better connections into other service clusters. By building on existing initiatives this cluster could also significantly improve the integration of service models. The Review has identified a small number of services needing review and development. The development of a strategy for services for families and children could see improved services within a short period of time.

3.2.1.5 Services for families and children - Action Plan

The following action is recommended:

- The existing working group needs high level and experienced leadership, involving both non-government organisations and Government agencies.
 - As a priority it should develop, in collaboration with the sector and the community, a Families and Children Strategy. It should be responsible for the implementation, monitoring and evaluation of the Strategy. It should also coordinate joint training for the family support sector on the implementation of the Strategy
 - The Strategy should include attention to intake practices, referral protocols, case coordination, and the promotion of integrated service models
 - Training and staff development needs to be addressed as a matter of urgency especially on contemporary approaches to the development and delivery of family services, integrated practice skills, and evaluation including models of client participation in feedback and evaluation.

- A number of services and relationships were identified as needing support and strengthening through the Strategy, and some organisations need to be reviewed. There is potential for amalgamation of two services.

3.2.2 Services for young people

3.2.2.1 Context

Raising and supporting young people requires governments to work actively with families and communities to ensure families are supported and that young people have the resources to gain the skills they need to become adults successfully. Ensuring a continuum of services is available to young people is a priority for all jurisdictions: Redfern and Waterloo are no exception. This continuum includes family support; a broad range of health services including health education and promotion; support during the inevitable crises of childhood and adolescence; access to the best education support is needed for different

learning requirements; recreation and cultural opportunities; and support for the transition to employment whether that be through the tertiary education system or employment support services. Leadership opportunities for young people have become an important element in fostering young leaders across all aspects of community life.

The future of young people living in Redfern and Waterloo was a matter of common concern across all stakeholder groups; many people expressed a strong view that governments and communities were failing them badly in these two suburbs. The features of Redfern and Waterloo which concern all stakeholder groups are:

- Different views about the level of services available; those who argued that there was an oversupply of services which were working very poorly; and those who argued that there was an urgent need for more youth services
- The high levels of youth unemployment, especially in the Aboriginal population despite having a marginally lower number of young people aged up to 20 years of age compared with Sydney as a whole
- The high incidence of drug and alcohol use and the prevalence of mental health problems in the adult population which are role models for young people
- The high numbers of sole parent families
- The challenges facing the Aboriginal population
- The need to build both intergenerational and cross cultural understandings
- What many saw as an unequal share of the prosperity and opportunities available in Sydney.

Over the past 5 to 10 years there has been a strong world-wide trend to find effective ways of intervening early in the lives of young people deemed to be ‘at risk’. ‘At risk’ is defined as facing significant issues into adulthood unless there was an effective intervention in their lives to reduce the risk factors such as disconnection from education and employment, conflict in family relationships, and disengagement from the broader community. Issues for young people from other cultural backgrounds are widely acknowledged as adding a layer of complexity to adolescence. Communities such as Redfern and Waterloo have become the focus of major initiatives to address the underlying structural issues facing young people and their families. Hence, the need for integrated, whole of government and whole of community strategies has become an urgent priority for governments. In the past 2 to 3 years this focus has shifted slightly to focusing on working with families and communities, recognising that these ties remain very strong and important to young people.

3.2.2.2 Existing services

There is a large number of services for young people living in the Redfern and Waterloo area. These services are funded by the NSW, Local and Commonwealth Government, with contributions from non-government organisations with access to fundraising capacity and their own independent resources. Resource allocations for youth services represent a substantial investment for a relatively small geographic area.

There are a total of 56 services with nine located and specifically targeting young people in Redfern and Waterloo; of these nine key youth services, six are non-government auspiced organisations and three are government auspiced. Fifteen youth specific regional wide services are located out of the area but targeting the two suburbs; and five population wide services are located in the area with a youth service included.

The range of services provided includes:

- recreational activities (arts, craft, sports)
- after-school and school holiday programs
- drop in centres
- case work
- counselling and group work programs
- outreach
- street work
- employment and training support programs
- educational support programs
- income support
- broad health services
- health programs support for young people with mental health and drug and alcohol issues
- access to resources through advocacy, referral and information activities.

The remaining 27 services are more general services which are available to young people in Redfern and Waterloo. As with other service clusters the existing data systems do not enable any determination of the total numbers of young people being assisted nor the breadth of service coverage achieved by the whole system.

Strengths

There are some strengths and examples of promising practice in the youth sector and these include:

- The comprehensive range of funded services available
- A dual diagnosis service within a youth service
- The development of a school based sports program
- Emerging examples of collaborative work including a recent collaboration to establish a local Sports Plan for the area
- The central location of a youth service in Redfern, given the high rate of youth unemployment
- Strong relationships established with young Aboriginal people by many youth services
- Establishment of a Community Centre and the plan to build this as a site for outreach and out-servicing by local services

- The co-location of many Community Development services for Aboriginal, CALD and youth communities at the new Centre
- The recent efforts to build the effectiveness of the Youth working group.

Service challenges

The Review did not reveal any major gaps in services; it did however identify very significant issues related to working together, respect, referral and joint work. The issues identified included:

- Conflicting accounts of the level of collaboration with some youth services reporting high levels of collaboration and others claiming that the sector was riddled with conflict
- Poor, or non-existing, relationships between most youth services and many government agencies
- Very poor relationships overall between the youth system and the Police
- A lesser level of service provision for young people from CALD backgrounds
- Very little evidence of contemporary approaches to working with young people including
 - a limited understanding of current strengths-based models
 - very poor referral practices
 - almost no evidence of common assessments
 - very few formal and jointly developed protocols
 - no shared arrangements for weekend activities in the youth centres
 - no ‘one stop’ approaches to information provision for young people and for the community generally
 - minimal co-locations and out-servicing approaches
 - no agreed approach to supporting young people with high and complex needs
 - two struggling and competing forums for joint planning.

3.2.2.3 Analysis of the youth services cluster

The Review team heard two themes throughout the Review from workers new to the area and who had worked in other regions in NSW and interstate. The first theme was that Redfern and Waterloo were very well serviced compared with other areas in which people had worked; and the second theme being deep concern at the lack of positive regard for each other and enormous difficulties in achieving good collaboration. Our analysis has identified a set of significant problems requiring a concerted and well managed response to make better use of the considerable resources invested in the youth services cluster.

Better outcomes for the investment

A higher rate of reported positive outcomes and positive community regard for the comprehensive network of youth services could be expected. This is not the case. Many stakeholders, including workers in youth services, expressed great concern that the full

range of services, government and non-government, must be more accountable to each other for how they work and what they are achieving. The data was extremely limited in its capacity to provide evidence of good outcomes for young people and their families.

Whilst focus groups with 28 young people confirmed that many young people reported very positive experiences with many services, these young people also identified problems such as more attention needed for young people from CALD backgrounds, better cultural awareness for workers and other young people, better information about what is available, the need for better weekend activities and the loss of the drop in service for girls.

When providers were asked to assess how well youth needs were being met by the service system, 16% thought they were being 'well' met, 58% stated them as being 'moderately well met', and 26% assessed them as being either 'poorly' or 'very poorly met'. Too many services also saw the solution as more resources and only a few argued that improved joint work might achieve better outcomes for young people, for families and for both communities. The Review team could find no reason to recommend any increase in resources for young people given the extent of funding and the range of services existing.

Premises and locations

There are now five centres in Redfern and Waterloo providing access to identified youth services. Public transport seems to be good in the area and getting to a centre was not raised as an issue. However the following issues relate to premises:

- There are a number of issues in relation to premises that need to be addressed. Some services have premises that are too small, run down, in very poor condition; and unsafe in one case. There are also some important developments in relation to renovation of some key sites
- Disability access to many centres is generally very poor except for one recently purpose built facility
- One key service is said to be under utilised
- A high number of youth agencies are now out-servicing to the area and one site has significant potential as an out-servicing site.

There is enormous potential for immediate improvements to the premises for youth services. The planned youth strategy should give immediate attention to the potential for renovations and co-locations and should tap into the existing infrastructure resources in the area.

Framework for youth services

There is no framework within which all of the services working in the area locate their work. Many communities have developed local or regional youth strategies with a coherent framework, clear and coordinated planning, with a continuum of services developed over time, and driven by strong participation of young people. The Redfern and Waterloo youth service system is ad hoc, most services are funded as a result of historical and

uncoordinated funding programs, there is a plethora of funding programs and accountability requirements, and there is very limited formal evaluation of services. This applies to both government and non-government services. The antagonism between some services is deeply symptomatic of a system which has no shared agreement about how best to meet the needs of young people, and of old youth service systems which polarised around opposing ideologies about youth rights and youth work, and tensions between government and non-government sectors.

Mechanisms for planning and joint work

A primarily non-government youth working group has existed for some years, however it has been in abeyance since a new working group aimed at building a partnership across sectors was established around two years ago. Reports differ about how this occurred and about the status of the two working groups. Most participants agree that neither is working well and that radical change and leadership is required. The range of agencies and the existing expertise in the respective services could be developed as specialities thus reducing any possible duplication, and maximising skills and resources. This would also encourage better regard for each other and encourage broader use of all services by young people. The mechanism for progressing joint planning and work must be resolved.

Leadership

This sector has suffered from a lack of agreed leadership and from longstanding interagency tensions. In recent months there has been active new leadership in the non-government youth working group and recent feedback to the Review from several participants is that this is beginning to show results and is widely supported by most youth agencies. This group has an expressed commitment to try and build a stronger and unified sector. There is limited government involvement to date in this youth working group.

Integration approaches

When the Review commenced in January the low level of collaboration between youth services was starkly obvious. Small pockets of joint work existed but these were mostly individual worker based, precarious in some cases and limited in scope. Examples were mostly out-servicing to centres. Referrals to other programs appeared to be very low; many agencies referred within their agency but few referred out.

There are examples of integrated approaches but the effectiveness of them is mixed.

By June 2004 a number of collaborative initiatives had begun to appear. Good examples of new initiatives include:

- The joint proposal to establish a sports plan for the area
- Joint work to develop a partnership approach to employment support and to address the referral process across the services

- The out-servicing to a central facility by a number of youth services from in-area and out of area services
- The support for leadership for the youth working group.

These are very good signs and such initiatives need to be fostered.

Relationships between policing and youth services

Integration approaches will address the need to improve relations across the service system, particularly in relation to policing and youth services. These relationships are essential in a contemporary youth service system. They are reported to be very poor in this area. Building positive regard between these sectors is now seen as a crucial element in early intervention and in working with young people with complex needs; these young people often have justice system involvement. Recent initiatives in Victoria should be explored which have encouraged joint training, mentoring across agencies, agreed referral practices, regular forums for joint work and understanding of professional and organisational cultures.

Mental health and dual diagnosis

Mental health was the single biggest issue across all of the service clusters and this was the case in the youth services cluster. Co-existing drug and alcohol issues are the second biggest issue. The Review identified five mental health services for young people in Redfern and Waterloo. Many communities of comparable size are lucky to have one, usually the public system. Whilst some of these agencies work with one or two others, there is limited joint work and referrals relating to mental health are rarely received by specific mental health services. There is an urgent need for a youth mental health services plan, within the proposed youth strategy, to make better use of the resources. The plan should address:

- The potential for a common intake system
- Referral protocols and joint assessments
- A case coordination model
- A process for supporting young people with high and complex needs
- A skills audit
- Joint training and strategies for staff exchanges which build an understanding across agencies
- Managing people in acute mental health episodes.

The Review identified some agencies in this service cluster requiring further review.

3.2.2.4 Conclusion

It is the Review team's very strong view that this area is very well resourced for youth services, especially when compared with many other suburbs and areas. No additional resources can be justified until a youth strategy is agreed for the area, the existing service cluster is better organised, and existing services are restructured. It is the strong view of the

Review team that there is huge scope for improved use of the existing resources and that until this is addressed no new resources should be considered. There are two organisations requiring further and urgent review. The existing mental health services need to work to establish an integrated mental health plan for the area. The youth strategy should include assessment of the potential to establish specialities which would make for a much improved system. Leadership in relation to the youth working group needs to be taken into account in establishing a mechanism to lead the youth strategy.

3.2.2.5 Youth services – Action Plan

The Review team is recommending a developmental approach to the youth services cluster including:

- The development of a local youth strategy, through a cross sectoral, well facilitated and well supported Taskforce, with a number of priorities for attention at both the systemic and individual agency level
- The immediate establishment of a Youth Taskforce, including:
 - negotiation of the role of Chair
 - negotiated terms of reference
 - revised membership to include government and non-government agencies
 - the potential for shared resourcing support from Commonwealth agencies and large NGOs
 - A time frame and low cost evaluation strategy for the work of the Taskforce
 - Agreed links to the existing youth network and agreements on how the two bodies will work together.

The Taskforce should consider:

- A capacity building strategy over two years which develops skills in cultural awareness building with young people, collaboration, strengths-based approaches to working with young people, youth participation and cross sectoral relationship building
- Opportunities for a radical rethinking of the physical infrastructure needs of youth centres and how to capitalise on existing initiatives and potential redevelopment of premises
- Continued provision of a range of structured sports activities, dance, martial arts etc, school vacation programs, specific courses on photography etc, plus Learn to Drive Programs, Traffic Programs, and Links to Learning activities and to play a lead role in coordinating improved school holiday programs
- The potential for the development of a specialist ‘one-stop’ shop for referral and information. This should be preceded by a developmental review to address some key relationships and service delivery issues. Subject to resolution of the relationship issues, a specialist model might:
 - provide a ‘drop in’ for young people after school hours, an informal place for young people to have ‘time out’ and develop relationships with staff

- be a ‘first contact’ assessment of young people and active referral system for young people to external youth services and other services as required eg for sports and specific activities.
- In relation to crisis and street contact, consideration could be given to the following:
 - evidence from other similar initiatives which provide insight into effective implementation approaches for integrated programs for young people at risk
 - the development of agreed client outcomes
 - strategies for managing the current tensions and inequities
 - consideration of the governance model and development of an evaluation framework (formative and summative)
 - how to increase information to the broader community about the achievements of the service.
- Exploring the potential for the development of a specialist youth health service including:
 - out-reaching health service to other locations eg. Redfern Community Centre
 - health promotion programs, especially for Aboriginal young people, eg for two days a week
 - a referral point for youth services seeking health related services for young people.
- As part of the Youth Strategy a youth mental health services plan should be developed by the agencies working in this area with attention to:
 - a common intake system
 - referral protocols
 - joint assessments
 - information sharing protocols
 - the shared case management model
 - case coordination models
 - a range of health promotion approaches and initiatives
 - links to the family support services
 - the potential for a low cost and simple common data system to assist in needs based planning and information sharing.

Any government funded or provided service which refuses to cooperate in the consideration and development of the youth services strategy should be placed on notice that any existing contract, or funding levels, will not be renewed if they do not collaborate in the development of the Youth Strategy. The services should be expected to engage actively in working with others to implement the recommendations from this Review and/or any subsequent directions agreed through the Youth Taskforce and endorsed by the Implementation Working Group.

3.2.3 Services for Aboriginal people

3.2.3.1 Context

The Aboriginal population of Redfern and Waterloo share many of the characteristics of other Indigenous communities in Australia. Lower life expectancy, poor health status, lower than average educational attainment, high levels of unemployment, low incomes, high levels of drug and alcohol use and mental health issues, all create the need for a range of services to redress this level of disadvantage. However the area has some unique features including:

- The iconic nature of Redfern for the Aboriginal population across Australia and the subsequent sense of identity it represents for many Aboriginal people who gravitate to the area
- The absence of the system of Elders since the original families moved from the area
- The subsequent lack of mandated leadership in the Aboriginal community
- There are more single family units than multi-family units which often characterise Aboriginal communities
- The future of The Block and its status for the local Aboriginal community is a source of anxiety for many families
- The current relationship between policing and the Aboriginal community is complex
- The high level of current and future development in the area with the possibility that the Aboriginal community will not have a share of the resources which will be generated, thus perpetuating the resource inequities.

The underlying causes of the high needs for the Aboriginal population will not be addressed by the human services system alone. The link between employment, economic development, cultural development, and spiritual recognition, are all essential strategies which must underpin the human services system. Responsibility for funding Aboriginal services is further complicated by the separation of responsibilities between the State and the Commonwealth.

The Review used a dedicated consultation strategy for this community and engaged a respected Aboriginal consultant as a member of the Review team. She used the NSW consultation guidelines to guide our work with the Aboriginal community. We also employed an Aboriginal man who spent several days in The Block area interviewing 43 people.

Assessing the services for this population raised some challenging issues for the Review. Firstly, several key Aboriginal controlled services refused to participate and did not respond to repeated attempts from the Review team to provide information. As a result, the team had an incomplete picture of the Aboriginal controlled services and were unable to establish their perspective on many claims made in the community including claims of joint work, difficult or good relationships and how needs are addressed in those services. Without the agreement and engagement of all major services the Review team is both reluctant, but also unable, to make definitive assessments of how well the service system meets the needs of the

Aboriginal population, despite having reached an excellent cross section of the population in the consultations.

These constraints have impacted on the nature of the recommendations we are prepared to make in good conscience and recognising the importance of self-determination for Aboriginal communities.

3.2.3.2 Existing services

Almost every service claimed to be targeting Aboriginal people in Redfern and Waterloo. If that were the case there would be around 90 organisations with approximately 160 services available to the Aboriginal community. We identified a total of 24 organisations and 27 services providing services specifically identified as targeted to the Aboriginal community. This includes Aboriginal managed services, Aboriginal specific services, mainstream NSW and Commonwealth Government services, and non-government mainstream agencies. In addition a number of services stated that they work with Aboriginal people and have a significant number of Aboriginal people in their overall client group.

There are seven key Aboriginal specific and/or controlled services provided for families and children.

There are four mainstream services which provide significant services to Aboriginal families and children.

There is a reported lack of preschool places available to Aboriginal children and affordable childcare, particularly for the under two year age group.

Education services are provided through both Aboriginal controlled and mainstream organisations.

Aboriginal employment services in Redfern and Waterloo are very comprehensive.

Health is an important aspect of the service system. While there are Aboriginal specific services, some mainstream health services are also designed to be accessible and available to the Aboriginal community.

Aboriginal specific services are the main providers of Aboriginal housing and ownership. There is a hostel for homeless Aboriginal men and many Aboriginal people are also living in mainstream public housing in the area.

There are also some specific Aboriginal services for older people and people with a disability.

Many of the mainstream aged care services said their services were available to the Aboriginal community but also said that few used their services.

There are five legal services, court support and post prison programs for Aboriginal people, and only one specific Aboriginal community development service. Other community organisations include those with a cultural and/or artistic focus.

The service system has a number of strengths we do feel confident to comment on:

- A wide range of services is available
- Some services are highly regarded by many in the Aboriginal community and by many provider groups - both government and non-government
- One service that raises the matter of sexual abuse has wide support and community members want to do something about sexual abuse
- The school-based Sports Development Program
- Important new initiatives in education have been established which are said to be improving school attendance in the past two years – the Pathways to Prevention programs and a sports development program have been funded
- A key existing network of Aboriginal services is well supported
- Some health services utilise a memorandum of understanding
- There are a number of Aboriginal workers who bring significant skills and commitment to their work and the Aboriginal community values the services
- The new Community Centre is a source of some pride and optimism especially the potential to facilitate cross cultural events and relationships
- Many young people commented very positively about youth services and a youth employment service
- Many organisations want to improve their services to the Aboriginal community, most would respond well to efforts to build cultural understandings.

Services gaps and challenges

Without knowing more about the services of some major Aboriginal specific services, it is difficult to be clear about the existing gaps. However three issues arose constantly:

- Improved family violence and sexual assault services
- Improved mental health and dual diagnosis services
- Increased range of after school and holiday programs.

3.2.3.3 Analysis of services to the Aboriginal community

There are three elements to this analysis:

- Community healing
- Services - including mainstream services
- Employment.

Two of these elements we feel able to comment on and recommend action, and one, community healing, we believe needs a community controlled strategy which recognises the importance of the community being supported to find its own solutions. Community healing, relates to how the Aboriginal community is supported to address the issues within its own services, families and networks. The second element, services - including mainstream services, relates to the mainstream service provision to the Aboriginal community and some identified challenges for the Aboriginal controlled organisations, which did support and work with the Review. The third element is employment.

Community healing

Relationships within the community

Many Aboriginal people expressed concern that it was time to move on and find solutions to what are now deeply entrenched factions and tensions within the community and with key Government institutions. There is a growing opinion that it is time for change and for new ways of doing business. Several Aboriginal people were concerned that the community must find its own solutions, alongside key organisations including the Local and State Governments. Other people were concerned that there is mistrust by Aboriginal services in government reviews and processes such as this Review. Comments were made that some Aboriginal people on Boards of organisations with 'old' values may be stopping real progress. Respect for Elders was reported as a barrier to people speaking publicly on this issue.⁴

The role of the Aboriginal service network in working to address these challenges in Redfern and Waterloo is seen as important and many participants wanted better information to go out about this role.

Relationships since the riot

Many people commented that they thought that prior to the February riot, relationships had been improving between the Aboriginal and non-Aboriginal population; they expressed great concern that the riot has impacted on the community very significantly. Many Aboriginal people are expressing the view that they as a community need to take more responsibility on many issues including improvement of relationships with other organisations. Some community members wanted the role of the Aboriginal Community Liaison Officers to be strengthened and supported.

Future of The Block

The role of The Block and Redfern in Aboriginal culture and empowerment was a constant source of comment and observation. The need for the wider community and policy makers to understand the relationship for those people who providers and the community described as the 'transient' population was underscored again and again. A program/strategy to

⁴ This was a reference to older Aboriginal people who do not want to lose older traditional values and who are resistant to the possibilities which development might offer younger Aboriginal people and ultimately the whole Aboriginal population. It was seen as a problem for and by younger western-educated Aboriginal people.

support and manage the regular coming and going and influx of Aboriginal people to The Block was widely raised as a gap in the services available.

Communication with the population on the future development of The Block needs to be addressed. Many people are sceptical about the intentions regarding The Block and believe there are plans afoot to enter into negotiations with developers. There is perceived growing anger at the potential for all sections of the population except the Aboriginal community to prosper from new developments. This should be addressed as part of a wider healing strategy with the population.

Community leadership, responsibility and development

There is no overall Aboriginal community development strategy in Redfern and Waterloo of the nature being used in other communities such as Cape York, other parts of Queensland, and in some communities in WA. Part of such a strategy would be the training and support of community leaders and role models.

Addressing the relationships between the community and Government agencies would need to be a longer-term strategy with shared commitment. Following the incident in February there have been community meetings to discuss the issues and identify possible strategies. Further progress on this could be a very important part of an overall approach to community development and healing.

Finding a solution together

The potential to adopt an old style 'welfare' response to addressing this is high, that is: assuming that moving people out of the area will fix the problem or that quick fixes are possible. The notion of the 'quick fix' is dangerous. Addressing entrenched and longstanding problems associated with dispossession take time, commitment, wisdom and patience. Finding creative ways of working with the community on a healing strategy is more likely to achieve better outcomes for everyone. This needs to be undertaken as a foundation on which to improve the human services system. Until the need for healing is addressed it is the Review Team's very strong view that very little will change. This view was also put, by Aboriginal leaders, to the Parliamentary Inquiry into Redfern and Waterloo. We do not have the answers and would argue against non-Aboriginal people putting forward the detail of the solutions or of the process. This must be done by and with the Aboriginal population. The Government's role should be to facilitate discussions on this with the community and assist them to find a way forward.

Service provision including the mainstream services

How well are services doing?

Aboriginal people wanted the choice of accessing mainstream services and Aboriginal workers highlighted this need. Mainstream services must address appropriateness and access to their services. Nearly 41% of services self-assessed that they were meeting the needs of the Aboriginal population poorly or very poorly. The vast majority of services in this

rating were mainstream services. Aboriginal people wanted more Aboriginal people employed in mainstream services, this was also a constant theme for providers. Whilst significant progress has been made in some areas, many organisations reported difficulty attracting Aboriginal staff. The supply of Aboriginal workers with the right skills remains an elusive goal. One employment support service proposed that this should be part of a well coordinated employment strategy and commented that human services is one of the labour markets where it is not hard to recruit and train workers so that this should be a goal of the human services system along with employment support services.

Capacity and viability

Some Aboriginal controlled organisations are small, with limited infrastructure and located in run down buildings struggling with governance viability issues. Others are large and viable with good governance and high levels of community support. Finding ways of supporting Aboriginal controlled services is important and initiatives such as partnered tenders with large NGOs, possible co-locations in new premises.

Drugs and alcohol

The heroin trade and the lack of control of their own destiny is of significant concern. There is an urgent need for the availability of rehabilitation and detoxification services for Aboriginal people to be addressed in the context of improved drug and alcohol and dual diagnosis services. As not all Aboriginal services would engage in the Review, it is impossible to comment on this need in detail.

Stronger roles and support for men

Some focus on culturally relevant health promotion programs, mentoring and leadership development for men is urgent. It is reported that women are being left to 'pick up the pieces' in the community. Leadership and development for men to encourage their responsible role in families and communities is a priority.

Cultural awareness training

Many people, including young people, expressed a keen desire for training for staff on cultural awareness and racism – some expressed concern that it was not OK to speak up against what they perceived as ongoing and deeply entrenched racism in many services.

Service development

The list of services is significant and the main areas of need appear to be addressed across the range of services, however the capacity of the services to meet the extent of the need is not clear. Only about half of the Aboriginal controlled organisations completed the organisational survey so it has not been possible to assess capacity of the range of services in either quantity or quality of service. This could be undertaken as part of the development of a human services plan for the Aboriginal community within the broader Human Services Delivery Plan.

Service models

Street and crisis intervention models are important to addressing some of the issues for families, children and young people, and the development and management of such services must include consultation with the Aboriginal community.

Interest was expressed in a multi-service location/one stop shop to provide a range of services to the Aboriginal community near or on The Block. There is support for this idea as a way of improving services to the community and reducing the demand on other organisations to provide support which is not their role and for which they do not have resources.

The presence of the needle van on The Block is very contentious and needs to be resolved. This is addressed further in the Health services cluster section of this Chapter.

Employment strategy

The lack of employment opportunities was a major source of concern, many people emphasised that they also wanted jobs in mainstream employment markets. There is no employment strategy for the area although some organisations have effective strategies and there is currently work on increasing the ways in which initiatives can include employment of Aboriginal people. Human services are a major area of potential employment for Aboriginal people if training is available. An increase in Aboriginal employment would also contribute to improved cultural awareness and appropriateness across the human services.

Effective human services for the Aboriginal community

The Review team is hesitant to be clear regarding what might be effective for the Aboriginal services cluster for three reasons:

- Firstly, because some key Aboriginal services did not contribute to this Review, the Review Team has an incomplete picture of the whole human services system in this area
- Secondly, the Aboriginal community should be determining this for themselves and the Review team has not had a full opportunity to develop this plan with the community
- Thirdly, the concept of an Aboriginal service cluster potentially undermines the need for the whole human services system to be responsive, accessible and culturally relevant and appropriate. The concept of an Aboriginal human services plan could be one part of the wider human services plan, thus achieving a balance between Aboriginal controlled and mainstream service strategies.

There is a clear need for a short term strategy for the Aboriginal community to be acknowledged, to deal with the past, to enable them to move on to the future.

The Review has reached a view on some key elements which were affirmed and argued through the extensive consultation with the Aboriginal population. The agreed elements of an effective service system for the Aboriginal community can be summarised as:

- The human services system needs to sit within a wider community plan which addresses economic, cultural, employment and educational outcomes for all Aboriginal families living in the area
- A mix of mainstream and Aboriginal controlled services is core
- Services should be developed in the context of State and Commonwealth priorities
- Aboriginal specific services need skilled staff and good access to training including governance support
- Consultation with and accountability to the community is essential
- Collaboration between agencies and across sectors is essential
- All human services would have employment strategies which encourage the employment and development of Aboriginal staff
- Employment services would be working alongside human services agencies to build recruitment and support services for Aboriginal people needing employment support in human service agencies
- Employment services would be able to support Aboriginal people to benefit from local infrastructure and major development initiatives
- A program of cross cultural awareness would exist
- The service system would be providing culturally relevant drug and alcohol, mental health and family violence responses.

The outcomes might be:

- Women and children would be safe and would have options to leave the area if this were the only way to guarantee their safety
- Men would have access to programs and services which encouraged them to take responsibility for their violence and to play a leadership role in their community and families
- The justice system would be supported by a human services system which offered options to incarceration where this was desirable and appropriate
- All Aboriginal specific services would be confident that a referral to a mainstream service would result in a good outcome for people referred
- It would be evident that the human services system was making a contribution to the economic and social wellbeing of the local Aboriginal community and actively supporting self-determination for Aboriginal people.

3.2.3.4 Conclusion

It is our assessment that the service system is a long way from delivering on these elements at present, although progress towards them is constant and notable in many areas, especially in mainstream services striving to improve their services to Aboriginal people. There are, ironically, more strengths identified around services to Aboriginal people than to

some other population groups, there are also more complex issues emerging. Any action into the future must include the involvement of the Aboriginal community.

3.2.3.5 Services for Aboriginal people - Action Plan

The Review is confident that there needs to be:

- An Aboriginal community owned healing strategy for the reconciliation, regeneration and development of the Aboriginal community. This Strategy should be focussed on developing the strengths, culture, pride, employment and vitality of the community as a prime objective, with the associated development of a human services plan for Aboriginal people
- The development of the Aboriginal Human Services Plan must be linked to the overall Redfern Waterloo Human Services Delivery Plan
- Aboriginal services should be encouraged to play a leadership role in this initiative. This could be resourced and supported with the employment of an Aboriginal staff member at a high level or through a contracted process with a respected Aboriginal leadership organisation
- Externally (Aboriginal) facilitated community forums to discuss community responses to issues could be part of the development of the strategy
- Recognition of the Aboriginal services network in any future strategies is essential.

In addition:

- A parallel capacity building strategy for services should be a priority as identified in the broader service system plan
- Plans to address family violence, sexual abuse, crime prevention and gambling should be key parts of the Aboriginal Human Services Plan
- Two important principles need to drive any such initiatives:
 - Strengths-based and culturally appropriate approaches
 - Plans should be based on information gained using evidence from research and evaluations of initiatives.

3.2.4 Services to address domestic and family violence

3.2.4.1 Context

While domestic and family violence, and sexual assault are cited as major issues in the area, particularly within the Aboriginal population, there appear to be limited services and little coordination in place to respond to the issues and to support women and children experiencing domestic and family violence. Given the level of family violence reported by the Aboriginal community, this is concerning.

The Review found it difficult to establish the nature of the existing service system without considerable research and exploration across the range of agencies likely to be in contact with women experiencing violence. The situation is best described as a small network with services distributed too widely and generally in an uncoordinated approach.

3.2.4.2 Existing services

Crisis responses are provided by government agencies, women and children's services, religious organisations, and non-government organisations. Some are focused locally, some are specifically for Aboriginal women, and some are Statewide services.

For ongoing domestic violence counselling the only specific service is located out of the area. There is one service that runs perpetrator groups.

Strengths

The services which do exist received positive feedback from women's and legal services. However given the paucity of services in the area many people were grateful for whatever services exist.

3.2.4.3 Analysis of the service cluster

The service system in Redfern and Waterloo for this issue is extremely underdeveloped and lagging behind in contemporary practice. This includes no identified family violence service, no links with the justice system, no joint training between women's services and the Police and limited knowledge of the perpetrator service that is available. The existing services appear to be doing the best possible job within a highly ineffective system and with minimal resources. There is a large body of knowledge in the Commonwealth Aboriginal Family Violence Program and Partnerships Against Domestic Violence (PADV) with research and projects currently available to policy makers and providers. This includes evidence of:

- Current best practice for models of service delivery and for working in this area
- Approaches to working with women, children and men
- Working with older people and the link between elder abuse and domestic violence
- Culturally relevant models for Aboriginal and CALD populations

- Initiatives in the justice system including domestic violence courts (a court dedicated to hearing domestic violence cases) Police practice, integrating the justice system and support services
- Working with men and perpetrator programs.

Legal services

Support for women going through the legal system is reportedly very limited. One service provides support to victims of domestic/family violence at Court for the first mention/application for an Apprehended Violence Order. A roster system is used and this involves a collaborative approach with a number of organisations, including a service from Waterloo.

Reportedly, there is no specialist Aboriginal worker providing court support in Redfern.

Frameworks for working with men

There is a growing body of knowledge and evidence regarding what constitutes effective perpetrator programs. Perpetrator programs must be embedded in the justice system and be well linked to services for women and children. There is considerable concern about programs offered for domestic violence under the guise of anger management. PADV has invested over \$3m in research over the past three years researching and documenting effective responses to perpetrator programs and over \$5m in researching, piloting and documenting effective responses to domestic and family violence. The evidence is overwhelming that good practice and the best outcomes are achieved through integrated programs which include collaborations between Police, the Courts, and women's and children's services.⁵ It is not clear that this framework is used or even known in the area.

Networks

There is a domestic violence action group involving a number of agencies. Some key agencies reportedly rarely attend. The group identifies shared issues and systemic issues and could provide a forum for more interagency collaboration and an integrated response. Information sharing networks are not integrated models. Integrated models require considerable development and formalised agreements to enter into a negotiated and articulated service delivery model. PADV has a substantial body of research both from Australia, the United States and New Zealand. This research should inform the future development of services in Redfern and Waterloo.

⁵ See Current Perspectives on Domestic Violence, Partnerships Against Domestic Violence Meta Evaluation Report (1999) published by the Commonwealth of Australia, Canberra

Sexual assault

The response to child sexual assault in the Redfern Waterloo area is also limited. Some services are forming a relationship to ensure access for Aboriginal women who have been sexually assaulted. Child sexual assault is responded to generically through services located in a hospital out of the area. To access this service, children must be assessed as being no longer at risk.

Child and adolescent sexual assault counselling programs for young people aged 5 – 18 are provided out of the area. They provide counselling for children and non offending parents/carers, court preparation, training and consultation. They also provide services for children with sexualised behaviour under the age of 10.

There is a statewide telephone counselling support and referral for adult survivors of childhood sexual abuse; and a telephone counselling service for survivors of adult sexual assault.

The Aboriginal community wants action taken about the level of family violence and sexual assault and sexual abuse of children. One of the local Aboriginal services is highly respected and trusted and, if adequately resourced, could play an active part in an integrated response.

Training issues

Agencies that play a significant role in domestic and family violence must be trained to perform this role well. Even those that are well supported by the community need to be appropriately classified, resourced (including specific training) and supported by management structures in their organisations. Training for all staff should be part of a capacity and skill building strategy to immediately improve services. This needs to be undertaken with the involvement of identified women's and Aboriginal services; this is low cost and, from the evidence, very effective.

3.2.4.4 *Establishing an effective service system*

Establishing an improved family and domestic violence service system for Redfern and Waterloo should be a high priority. The area has a long way to go to achieve this. The temptation to implement a few small initiatives to establish 'a quick win' may be high. This Review cautions against this approach and suggests that a more carefully planned and considered approach is adopted.

New opportunities to develop contemporary approaches may arise over the next year through new proposed Commonwealth programs. These opportunities should be high on the priority list of planning for this area and a strategy to ensure the regional area is well placed to access and propose the best possible models for the area must be put in place.

3.2.4.5 *Domestic and family violence - Action Plan*

The following action is proposed:

- A broader audit should be undertaken urgently, of agencies already working in this area in some way or with the capacity to contribute to services. This Review has only identified those services with a known role in the area – we have not fully assessed their role, or been able to determine their capacity or skill level – there will be other services known by women’s services in the surrounding suburbs
- The immediate development of a training program which improves the skills of key agencies in responding to domestic and family violence. This could be a contracted service and approximately \$5000 - \$8,000 would purchase a high level of training in contemporary approaches
- Within the Human Services Delivery Plan for the area, and following the training and audit of services, priority in 2005 should be given to the development of integrated approaches to domestic violence drawing on current best practice in Queensland, Victoria, South Australia, and the ACT. These emphasise new integrated approaches to addressing domestic violence. These models emphasise links between the justice system including policing, women’s and men’s services, and children’s services
- As a priority in 2005, a Domestic and Family Violence Taskforce should be established comprising members from:
 - Women’s services and women’s legal services
 - Aboriginal services and communities, including an Aboriginal service with men’s programs
 - Family services
 - Youth services
 - Key Government agencies
 - SAAP services from surrounding areas
 - CALD services and communities.

This Taskforce should develop a comprehensive domestic and family violence strategy for Redfern and Waterloo within the following terms of reference:

- Consider the findings of a PADV-funded research project on integrated family violence options in Dubbo and Redfern Aboriginal communities (due for release in mid-2004)
- Identify the most up-to-date evidence on current and contemporary approaches to domestic and family violence and assess the relevance to the Redfern and Waterloo communities
- Consider the outcomes from the audit of services
- Identify possible future funding opportunities for the area especially from Commonwealth sources
- Explore models which take account of the links between child abuse and domestic violence including those in Western Australia and the Family Court of Australia

- Work with existing services, including in surrounding areas, to develop a strategy to build a more contemporary domestic and family violence response for Redfern/Waterloo.

No new domestic or family violence services should be funded or developed in Redfern and Waterloo, by any level of government, without extensive attention to evidence gained through PADV and other relevant areas, including the Family Relationship Services Program (FRSP), to avoid establishing old and redundant models of practice and service delivery.

3.2.5 Health services

3.2.5.1 Context

As with any community, the population of Redfern/Waterloo needs access to a range of services and programs - hospitals, GPs, community health services, early intervention and prevention, and health promotion which encourage communities and individuals to manage their own health and well being, and contribute to a healthy community. The health needs of the Redfern and Waterloo population are compounded by the measures of disadvantage and the socio-demographic profile established in the previous chapter. The key characteristics which determine the additional health service needs are:

- High numbers of people with mental health conditions are living in public housing without adequate family or natural supports and reporting that they do not always feel accepted in the community – thus often exacerbating health conditions
- The high incidence of co-existing drug and alcohol and mental health issues in the population of public housing tenants and the Aboriginal population
- The significant numbers of Aboriginal people with poor health outcomes, young people with high unemployment levels and drug and alcohol issues, and young parents
- High numbers of older residents including people from other cultural backgrounds.

Health services must be supported by other strategies which contribute to health and well being. The best health outcomes are achieved when the underlying structural causes of ill health are addressed including income, education, nutrition, exercise and opportunities for community participation and social engagement. Thus the health system needs to ensure good links to other services and strategies.

3.2.5.2 Existing services

The Review team identified 38 agencies in Redfern/Waterloo that deliver health services. They include 20 dedicated health services, 11 organisations with a substantial health component to their service and seven other organisations delivering some limited health services. Twenty-two of the 38 services are physically located in the area and some of these service a broader catchment area.

There is no way of establishing the numbers of people or families receiving services across the service system as the data collections are incompatible. Many services primarily collect data on occasions of service, and do not have client information by suburb - a problem likely to be found across Australia.

Strengths

The Redfern/Waterloo health service cluster has the following strengths:

- A wide range of services is available, catering to all age groups; no major clinical service gaps were found
- Strong financial and legal governance characterises the majority of both government and non-government services and there is high compliance with existing output based reporting requirements
- There is a slightly higher reported level of staff development and a high level of qualifications in many services
- There are notable instances of outreach and out-servicing particularly in ante natal, early childhood, mental health and youth services
- Some services report good working relationships with Aboriginal services
- There are some examples of collaborative practice

Service gaps and challenges

Coverage for CALD populations

Many services self-reported that they did not address the health needs of the CALD population well. This was confirmed by the community consultation. An appropriate service plan should be developed.

Breadth of service models

The range of service models are predominantly clinical and centre based with small pockets of outreach, out-servicing, health education, and assertive outreach. There is little to no evidence of health promotion beyond work in schools and basic health education, or self-management approaches for chronic conditions and there are only a few significant attempts at service integration.

Men's health

The majority of services for men are directed at mental health and drug and alcohol issues. In some other jurisdictions men's health services are located in health promotion programs, community health centres, community centres (such as exercise, health checks ('tune ups') and information programs) and in Aboriginal services. The Review found little evidence of any such men's health programs in this area.

3.2.5.3 Analysis of the health service cluster

Overall the area is well-serviced and there are no major gaps in clinical service but there are some gaps in service models. This does not automatically imply new resources; health promotion for example, is a choice of delivery mode. Little by way of health promotion is evident except as noted through education in schools and some basic health education and information. However there are some systemic issues which hinder the effective use of the available resources in the area. At present most services operate as stand alone services with some efforts at informal networking and with no sense of an organised and well integrated health system. The Review team heard repeatedly from workers on the ground that there was a need for better collaboration and deep concern that this was not happening. There is no lack of good will but the problem is deeply systemic.

Matrix management within Government health services

A complex matrix management system exists within Government health services which makes local planning and integrated approaches difficult. This is manifest in:

- Problems with the administrative location of many services
- the existence of numerous tiny teams of related services, in early childhood and family health for example, located in different locations across the region with no evidence of common intake, agreed referral processes, shared planning around common clients, limited or no case co-ordination and no joint evaluation or review
- team members reporting to several supervisors or clinical practitioners, leading to being unable to plan, identify the locus of decision making, or problem solve key barriers and/or common issues
- poor planning and monitoring of effective partnerships with other services.

It is the Review team's assessment that this matrix management system is a significant barrier to achieving a higher level of integration and more effective use of considerable resources in the area.

Mental health

Whilst there is a range of mental health services, the adequacy of these services was seriously questioned or noted by every stakeholder group interviewed. This perception of adequacy needs to be viewed in the context of public expenditure on mental health across Australia. All public mental health services are currently forced to give priority access for services to people living with serious mental illnesses. But there are strong views amongst practitioners, consumers and families, that most mental health issues, including serious mental health conditions, would require less intervention if early detection and support occurred, if communities (and families and neighbours sometimes) understood and dealt with mental health more compassionately, and if more attention was directed to community based support, social connectedness and employment support. All of these issues are found in Redfern and Waterloo. Until the broader improvements are made to the service system it is too difficult to assess the extent of unmet need and need for additional mental

health services, except with respect to dual diagnosis services which is addressed later in this section.

The Review found little evidence of joint work by the mental health services and in particular across the four mental health services for young people. On the other hand, there is reported to be strong evidence of emerging good practice with attempts at a continuum of services in line with the two key strategies for mental health in NSW and the National Mental Health Strategy. There is generally a poor community understanding or informed awareness of mental health issues and very little evidence of resources allocated to mental health promotion.

Drug and alcohol

The Redfern/Waterloo Anti-Drug Strategy plays a role in addressing health for the people living in the area. It is primarily about supply and demand and a justice and policing strategy which is addressing the symptoms. There is an urgent need for a more holistic drug and alcohol health strategy for the local area which tackles some of the underlying causes.

Dual Diagnosis

Collaboration between drug and alcohol services and mental health services needs to be dramatically improved and a model for a contemporary and integrated dual diagnosis service developed. There are two tiny services with very limited capacity. The NSW Drug Treatment Services Plan lacks a coherent plan for addressing dual diagnosis services and the Service Guidelines for Dual Diagnosis services, both written in 2000, are not up to date with current initiatives in dual diagnosis around the world. The US New Hampshire program and the Victorian SUMMIT program have both been evaluated and contain important evidence for a contemporary approach in Redfern and Waterloo. Existing services need to be reconceptualised and consolidated using current evidence of good practice.

Premises

Some of the health services' physical facilities, both government and non-government, are in a poor state of repair: run down, poorly maintained and bleak. Physical environment plays an important role in the messages they convey to communities regarding self worth and respect. Old derelict buildings also contribute to high staff turnover and worker stress. Managing in inadequate buildings and with poor equipment detracts from efficiency and effectiveness. There are plans to relocate some services to Concord Hospital but the Review urges that this be postponed until a locally based health plan is agreed for the area.

Aboriginal Health

Health is a crucial issue to the Aboriginal population and is discussed in Section 3.2.3.

3.2.5.4 Health services - Action Plan

A new model of service delivery

Locality health planning offers the Redfern/Waterloo area a unique opportunity to make better use of its existing health resources and it is recommended that over the next 2-3 years a locality-based health service be piloted. This would involve radical changes to the existing matrix management system; to the administrative location of many services; and to the provision of public health services in the area as follows:

- The rationalisation of the existing plethora of small Government health services scattered across the region and the integration of existing resources within a single integrated health service comprising like services, with a single funding agreement, common management, case coordination, and joint training and development
- The establishment of a population based service model with a continuum of service delivery types and contractual requirements on the non-government funded services to engage in the plan
- The population health model must include health promotion and self-management models for managing chronic conditions
- The development of a common intake system, agreed internal and external referral protocols, partnership agreements with other key services, and an evaluation framework involving strong consumer input
- The immediate development of a mental health services plan, a drug and alcohol services plan and a contemporary dual diagnosis strategy for the area. There must be a formative evaluation established to assist in the development of this service, with annual progress reports, and a summative evaluation in three years
- A mainstream commitment to improving access to and links with Aboriginal and CALD communities
- Active involvement of health agencies in other strategies for the area which address the underlying structural causes of poor health including unemployment, domestic violence, and social exclusion
- The establishment of 4-5 key health and community outcomes against which to measure the effectiveness of the restructured services. This should be done immediately with input from the services and community.

In relation to individual services, there are a number of specific points to consider in relation to the following issues:

- Community information
- Engagement between some services
- Amalgamation of services, staff development, training, and interpreter services
- Out-service model, with CALD workers
- Improving services and referrals for Aboriginal women given the high reported incidence of sexual assault in this community
- Provision of needles and syringes
- Implementation of MOUs

- Linkages between the health services for early childhood, adolescence and young parents, and the family and children’s services in the area
- Health service reviews and implementation of recruitment policies which build the ratio of staff from Aboriginal and CALD backgrounds to improve the cultural relevance of these services.

3.2.6 Employment support and training services cluster

3.2.6.1 Context

Access to employment was raised constantly, by all stakeholders, throughout the Review as a fundamental structural issue facing this area and impacting on the human services system. Local residents, providers, policy makers, the Aboriginal population, central agencies from both NSW and Commonwealth Governments, businesses, young people, older people, and parents all raised the significance of employment to the future of the area. Many people raised concern and surprise that an employment strategy was not a key priority given its significance in ameliorating social problems. Employment strategies have been fundamental to the Commonwealth Government’s welfare reform agenda and to the Queensland Government’s work with Aboriginal communities. In every international initiative we examined where locality renewal is occurring in impoverished communities with the characteristics and challenges identical to Redfern and Waterloo, employment is a key component.

We cannot overstate the significance of this to the future of the human services system. Employment remains one of the best routes out of poverty; it is being increasingly examined as an intervention for people with mental health issues, for people with other disabilities and for sole parents living on low incomes and with minimal education.

Responsibility for the funding and policy setting for employment support services sits primarily with the Commonwealth Government. The four most significant funding programs are the Job Network and Work for the Dole (DEWR-funded), the CDEP (Community Development Employment Program) (ATSIC-funded since the late 1980s), and the Disability Employment Program and Personal Support Program (PSP) (both funded by FaCS). However State governments have responsibility for state and local economic and employment development strategies.

3.2.6.2 Existing services

The Department of Employment and Workplace Relations (DEWR) identified 18 funded services said to be available to the residents of Redfern and Waterloo⁶. Only two of these are physically located in the area.

⁶ The Commonwealth provided a table of funded employment services for this region but the amounts are considered commercial in confidence and are not publicly available

There are therefore four employment support providers directly located in Redfern/Waterloo, of which two are funded by ATSIC, and another 15 provide services from out of area.

Funding for the organisations which provided data to the Review was estimated at around \$1.9 million per annum.

Those employment services located in the area, or identified as out-servicing in some way to the area, are outlined below.

The four services which provided data are as follows:

- A specialist youth employment service with a location on Regent St Redfern, offering:
 - employment skilling
 - assistance to unemployed young people to find employment and gain job search skills
 - assistance to unemployed people with major impediments to find work
 - jobs placement employment and training.

- An Aboriginal employment service offering a full range of employment support services including:
 - Intensive Personal Assistance packages
 - referral of people into other programs such as Work for the Dole, voluntary work, and other services such as personal support
 - facilitation access to vacancies
 - regular training for a range of skills
 - work with other employment services to improve access to employment, and with local employers to build the pool of jobs available.

- A community development employment program which provides Aboriginal people with:
 - part-time employment
 - vocational training
 - community support to participants engaged in community work.Local employment opportunities for Aboriginal people are currently being built.

- A partnership project to locate a major employment service in the new Community Centre. This is an important initiative and a good example of out-servicing.

An additional Indigenous employment service did not provide information to the Review but many Aboriginal people commented positively on this service.

People with a disability have access to specific employment support in the area, including support in job searching, skills assessment, in-job support, and work skills training.

General employment support services including training programs, employment support to local residents on income support, and a range of services from social work services, disability support, personal advice, and Multicultural services to Indigenous workers.

Some organisations have had success with employment strategies for recruiting targeted groups into their workforce, including Aboriginal people and public housing tenants. In one case, there is an Aboriginal employment officer whose job is to oversee the strategy and support employees. The service reports good outcomes which are confirmed by employment support providers.

Strengths

There are several examples of very good practice in the employment support area. Namely:

- Targeted employment strategies for Aboriginal people and public housing tenants
- Joint initiatives being developed between organisations, including joint training programs
- Training and skills development programs offered by Aboriginal services and the links with local employers
- Employment of bilingual/bicultural staff to improve access for people from CALD backgrounds.

Service Gaps

There are no identified gaps for employment services and this is an area of service provision where there is a high level of planning and program and policy development undertaken. Some areas for improvement relate to opportunities for work experience, traineeship opportunities, and access to low skilled work as part of the employment strategy for the area.

The gaps are in employment development strategies especially at the micro and medium level across organisations and the human services system

3.2.6.3 Analysis of this service cluster

Services that increase access to employment and people's employability are one of the most successful initiatives for addressing unemployment, poverty, social isolation and social exclusion. The area is relatively well served with a good range of locally based providers and many out of area services operate into the two suburbs of Redfern and Waterloo. However, the creation of additional jobs in the area and strategies to address labour market barriers faced by local people requires broader action.

No local employment strategy

There is currently no overall employment strategy for the Redfern and Waterloo areas and, given the high level of unemployment, and other social indicators for both areas, this should be a higher priority than it has been. No service system can, by itself, achieve significant

change in the labour market, and an overall employment strategy, with client outcomes, indicators, coordination and collaboration, and joint and ongoing training, could make a difference to people's employment outcomes in both areas.

The absence of a large shopping centre in the area was identified as a significant issue as these are often a major source of jobs for local people. The majority of retail shops in Redfern and Waterloo areas are boutique size and there are very few large employers. Both of these factors limit the employment opportunities.

Local human service agencies are also a potential source of jobs for local people and this should be encouraged via funding agreements and human resource strategies for government and non-government agencies.

Human services as an employer

Attracting and retaining Aboriginal staff remains one of the biggest challenges facing services. Employment services also report that attracting people into specialist positions is still a challenge given the shortage of Aboriginal staff who are currently trained in specific areas. One of the issues identified by one employment service related to delays in finalising positions. This was said to take up to two months and acted as a disincentive for some people in the less skilled jobs.

Some Aboriginal services were very vocal that other local businesses, NGOs, and government agencies (from all three levels) should be working collaboratively with employment support services to ensure training and support can be provided to Aboriginal people taking up opportunities. Some employment support providers supported this view.

Development and enterprise opportunities

Many people commented that the level of development was a significant source of potential employment for Aboriginal and other people but were very concerned that there appeared to be no strategy to maximise these opportunities. Several key informants, including employment service managers, wanted this matter raised as a major opportunity for the three levels of government to reach a shared agreement that any major developments or new projects must include local employment targets and argued that this could be done in conjunction with the employment support services. All of the services have excellent capacity to train and support people into jobs and want to work with employers to build awareness of this.

Mentoring

The need for mentoring of young people, in particular Aboriginal young people, was identified as a gap in employment support models and sustaining young people in jobs was a major issue.

Addressing health issues

Addressing health issues remains a crucial challenge for employment support services and is a national issue. In particular, partnerships between income support, employment and health services are one of the most contemporary approaches to addressing unemployment holistically. This is especially true for people with mental health and/or drug and alcohol issues or other chronic illnesses. The lack of knowledge of psychiatric employment support services was deeply concerning and this needs rectifying urgently by the disability employment services in the area. Discussions could be initiated with these services to improve information regarding services.

There is an urgent need for collaboration between organisations able to offer health promotion and self-management for chronic conditions. There are important examples of self-management health promotion programs emerging in Australia. Such partnerships should be encouraged as part of a local employment strategy.

3.2.6.4 *Employment Services - Action Plan*

Priorities for action in this sector include:

- An employment strategy should be developed for the area as a matter of urgency and this must be undertaken with input from employment support services, health promotion services, community health, mental health and drug and alcohol services, the three levels of government and the peak body representing NGOs. This strategy should be developed by the Commonwealth and State Governments in conjunction with industry groups and business representatives
- Local employment support providers should consider the value of establishing forums for joint work, for problem solving local barriers, and for building and supporting local enterprise initiatives. These should be more than just networking although this is important if it increases awareness of services and local issues
- All three levels of government should establish and enforce local employment targets for any new developments or new projects, including human services projects, in the Redfern and Waterloo and immediate surrounding areas
- Inclusion of the employment support services in any capacity building strategy for the area must be a priority given the significance of their role in addressing marginalisation and poverty
- The inclusion of Commonwealth funded employment services in local strategies should be supported to build collaboration and shared approaches to addressing unemployment
- Business enterprise initiatives should continue to be discussed as a matter of urgency and other local partners, including employment support services, should be included in any decision to progress this initiative
- New initiatives between agencies should be monitored for examples of promising practice and replicated if the results are positive.

3.2.7 Services for people from culturally and linguistically diverse (CALD) backgrounds

3.2.7.1 Context

The needs of people from CALD backgrounds have emerged as one of the least developed aspects of the overall human services system in Redfern and Waterloo. The proportion of people from diverse cultural backgrounds is high and the population is comprised of diverse language and cultural groups, although there are small numbers of people in many of these groups.

Thus the notion of culturally specific services is a difficult goal; it would be impossible to achieve this for all groups. It is also not necessarily desirable as many people from CALD backgrounds want to access culturally appropriate mainstream services. This is often best achieved by having a diverse work force, an organisational presence that is clearly multicultural, access to interpreters, access to information in other languages, bilingual and/or bicultural community workers and health educators who work with providers to improve service provision. Cultural awareness training is also one of the most effective and efficient ways of improving access and delivery.

3.2.7.2 Existing services

There are very few CALD specific services funded in this area, except in aged care where ethnic organisations are funded to provide Community Aged Care packages. Respondents to this Review, from all service sectors, identified the need for more bilingual and/or bicultural staff as a major priority. There are similar issues in the CALD community to those in the Aboriginal community, regarding how to conceptualise and talk about services.

Two aged care services are funded to provide Community Aged Care Packages, and also provide in-home support and/or community care workers.

Other services provide specific services to older people from CALD backgrounds such as carer support, and recreation opportunities, social groups and settlement services, respite and accommodation services.

In the disability sector, one service employs seven workers from CALD backgrounds. There is a CALD counselling service that provides family support services and a number of specific multicultural projects provided from within mainstream organisations. These relate to such things as community development programs, community gardens, and multicultural cooking classes.

Community centres also provide various activities for cultural communities.

CALD young people are accessing some of the local youth services.

Health services provide some health education, health promotion, social support, and physical activities for key language groups, however there appears to be an unequal distribution of resources to a very small population group. Some cultural groups in Redfern and Waterloo do not appear to receive either dedicated or generic health services. Development of the health services cluster should address this issue.

There is also a specific clinic for Vietnamese and Chinese populations.

Several services have staff from diverse cultural backgrounds. While there are a variety of other services claiming to provide activities for CALD communities they seem to be quite ad hoc and primarily related to cooking. There is scope for more coordinated and better targeted activities and services. It is clear that some progress is being made in diversifying the workforce and this needs to be built upon.

Use of interpreter services and promotional material in languages other than English

Twenty five services indicated that they regularly use interpreter services. Eight organisations also indicated that they produced materials in other languages. This latter figure suggests that the production of promotional material in other languages is relatively limited in the area or that organisations failed to report the level of activity on this practice. This is a very low incidence of promotional material in other languages.

Strengths

- The Russian Jewish community is well served by a range of accessible services
- Some services provide excellent advocacy for CALD communities within the HACC network; some are innovative in their service provision
- There is an important new CALD Community Development Program
- There is a good model for the provision of health services to CALD communities but it appears to be very limited in its focus as it is currently being delivered
- The young people from CALD backgrounds interviewed had good relationships with several key youth services.

3.2.7.3 Analysis of this service cluster

Some services are doing well in this area and have concentrated on building their CALD services. The aged care system in particular appears to have made good gains in having a range of culturally relevant services. Many of these have been achieved via dedicated funding. There is less progress where dedicated funding is not provided.

Workforce diversity

Whilst many services indicated in their surveys that they had workers from different cultural backgrounds, an analysis of the data does indicate that for many services this was a single worker or included workers from the UK. Recruiting staff specifically from other cultural backgrounds may be more difficult for small services with low staffing numbers. Only a handful of services have diverse workforces as part of a workforce strategy.

There is a critical mass of CALD speaking workers in the area and creating a network to explore the potential to fully utilise the expertise and practice wisdom of this group should not be underestimated as an effective strategy. The data suggests that there are possibly around 25-40 workers in the varying services and this represents a substantial amount of experience across the service system.

Those services providing specific CALD programs appear to be achieving good outcomes on client engagement and are well respected by other providers in the main.

Mental Health

The Review team is aware of a partnership between a specialist multicultural mental health network and the local mental health service to address cultural issues. This is viewed as a positive development and one of the best known approaches at this point for improving culturally relevant mental health services. This approach could be explored with other services in the area working with people with mental health issues in their lives. Understanding the cultural interpretation of mental illness is a vital part of an effective mental health response and this should be 'everybody's business': i.e. not the sole responsibility of the State funded mental health services.

3.2.7.4 Conclusion

It is important to reiterate that (as with Aboriginal people) some of the needs and elements of an effective service system for CALD communities can be located and/or developed in mainstream services through:

- cultural awareness training
- having a diverse workforce, and service presence which indicates a multicultural organisational culture
- employing bi or multi-lingual or bi cultural workers
- accessing resources
- working with CALD specific services as partners
- staff training or community development initiatives which build links across neighbourhoods and communities.

The data and our assessment of the system as a whole suggests that there is room for considerable improvement in the following areas:

- Increased employment of bilingual/bicultural workers in all services, but in small and medium sized services in particular
- Increased awareness of the significance of a multi cultural organisational culture
- Increased attention to the production of materials in other languages and improved information provision generally on the range of CALD services and workers in the area
- Assessment of the potential to increase the use of interpreter services as part of planning services
- Simple and low cost strategies for conveying messages about cultural sensitivity and awareness
- Improved training on cultural awareness
- More cross cultural events and programs
- Increased awareness overall of the importance of cultural competence as a skill and a performance measure for services
- The possible documentation of parenting and other cultural practices on which people from other cultural backgrounds need support – this could be achieved via a student placement from one of the surrounding universities.

3.2.7.5 Services for CALD communities - Action Plan

A range of low cost strategies would improve access to CALD services within a short timeframe. These include:

- better use of interpreter services
- translating promotional materials into other languages
- use of ethnic radio and other media, production of culturally relevant materials
- displaying signs in other languages
- volunteer programs which focus on recruiting volunteers from CALD backgrounds.

Other strategies include:

- The proposed outcomes work for the whole human services system should include attention to outcomes relevant to the diversity of the Redfern and Waterloo CALD populations
- Attention in other Cluster strategies to service provision to CALD communities
- The development of a directory of CALD services in the area and of how mainstream services meet the needs of the CALD community including those services with a diverse staff team
- Proactive recruitment of bi-lingual and CALD workers in all sectors must be a priority and mainstream workers also need to develop their cultural competency skills – this could be part of the capacity building strategy for the service system

- Employment support services working with all human service agencies to develop a locality based approach to attracting CALD applicants to apply for positions in services
- The development of networks to build cultural competence of the mental health and drug and alcohol system: a network for CALD workers could be supported
- A program of cross cultural activities including joint events between the local Aboriginal Elders and older population of CALD residents, should be facilitated

3.2.8 Services to address crime prevention and community safety

3.2.8.1 Context

Community safety and crime prevention have been key issues in Redfern and Waterloo and have received considerable attention. Policing strategies, an anti drug strategy to address demand, supply and opportunity, and crime prevention projects have all been key initiatives..

Crime statistics indicate that criminal activity has decreased in recent times although the incidence of illegal activities such as bag snatching and more petty crimes may have increased. The Review heard that the perception within the community is that crime more generally is on the increase. It is apparent that it may inevitably take time for people to be sure that there has been improvement in safety.

The new Police plan has been announced which will reassure some people although of course they will be waiting to see evidence of fewer incidents of petty crime particularly.

3.2.8.2 Existing services

The range of crime prevention activities in the area is quite broad. Redfern Waterloo has a high number of crime prevention and early intervention programs with a primary focus on young people and to a much lesser extent, programs for women experiencing domestic violence and the community as a whole.

A number of services are specifically targeted to children and young people (and their families) in Redfern Waterloo providing support, education, recreational and accommodation activities. Two services of this kind are targeted to Aboriginal young people. The remaining services that indicate they provide crime prevention activities support people with drug issues who enter the legal system and provide a range of complementary early intervention and prevention activities for people on probation and parole.

Key programs relate to:

- Traffic education
- Early intervention and court support
- Post release support program for 12-18 year olds

- Alternative approach to mainstream education services with strong links with juvenile justice
- Core policing and ancillary services such as youth and Aboriginal community liaison, crime prevention programs, domestic violence support
- Youth mentoring
- Youth Justice Conferencing system whereby young people meet with victims of crime.
- Interdepartmental committees on criminal law and justice issues.
- Young homeless people aged 16 –25 years who have been in care or who are leaving care
- Young people in the Juvenile Justice system
- Housing for young people 16-25 years who are homeless.
- Pre–release illicit drug diversion program for defendants during bail period – facilitates referrals into health and welfare services.
- Alternative resolution services to the people of NSW – mediation, pre-mediation, conflict management, workplace and community disputes, neighbourhood and family disputes
- Community development activities in partnership with local Aboriginal organisations and mediators.
- Bail hostel as an alternative to custody for Aboriginal young male offenders
- Independent living accommodation with support for young offenders.
- Court assistance for women who have experienced domestic violence
- Community education activities to resolve problems
- Anger management; drug and alcohol information; relapse prevention; personal development; women’s group; sober driving; domestic violence offenders program, and Walking Together
- Probation and parole outreach
- First time parents and parents of newborns with a focus on early parent education and family support
- Children in the Redfern Waterloo community from 5-14 years of age and their families. This program aims to engage primary school and early high school children at risk of drug use, of offending or self-harming.

Service gaps

Services for women dealing with family violence and building better connections between youth services and the Police are the two gaps in this cluster. These are addressed in other service clusters.

Fear for their safety was a constant theme amongst older people in this Review. People living in the high rise flats in Waterloo particularly report fires in their buildings, young people roaming around in the evening and daytime who seem to have nothing to do and are ‘looking

for trouble'. This needs to be addressed via a combination of policing and community development strategies which build a stronger sense of neighbourhood and community.

3.2.8.3 Analysis of crime prevention and community safety services

The Community Safety Plan developed for Redfern Waterloo outlines a number of strategies to improve community safety. The plan is based on shared responsibility for crime prevention between stakeholder groups in the community. The draft plan had five key community safety themes: community strengthening activities, early intervention approaches including issues concerning children and families, issues affecting young people aged 12-18, health, including drug and alcohol abuse and prevention of 'community harm', and safer environments.

Significant progress is being made on crime and safety and this work should continue. The recent allocation of resources to policing in the area is a substantial investment. In keeping with good and evidence based practice this should be evaluated over the next two years to assess the outcomes.

Potential improvements

- Alternative dispute resolution services to the community.
- Informal and formal arrangements relating to youth services and policing
- Identify crime trends and coordinate crime prevention strategies particularly in relation to environmental factors and design
- Targeting repeat offenders and work cooperatively on crime prevention strategies with the local community
- Policing with enhanced community engagement and cultural awareness of the police' through additional cultural awareness.

In summary, it seems that important initiatives are in train and that effective monitoring of progress and publicising the gains in safety that may be made, should be the main focus of the Action Plan for community safety and crime prevention.

3.2.8.4 Crime prevention and community safety - Action Plan

The existing initiatives and plans should be maintained and built upon. The existing working group in relation to crime prevention and community safety should continue and should be considered part of the overall Human Services Delivery Plan. It should further:

- Ensure that it is up to date with the progress in the related Action Plans of other Clusters as they are developed, particularly those for young people and families and children
- Keep the Redfern Waterloo Implementation Working Group (IWG) informed of progress and any other priorities for coordination and collaboration that may be required to support progress

- Address any difficulties that the working group and the agencies are facing in achieving improvements in crime prevention and community safety.

3.2.9 Housing support and services to address homelessness

3.2.9.1 Context

Homelessness and housing support were mildly contentious issues during the Review because differing views exist on the question of the extent to which homelessness is an issue in the Redfern and Waterloo areas. The local health services claim it is a big issue, some other services claim that the main problems relate to alcohol and drug use by people living in shared accommodation, referred to as ‘rough sleepers’ in the City of Sydney Council’s housing needs study. Others identified domestic violence as the biggest risk factor. Some community members argued that young people are most at risk, while the youth services say most young people on the street are accommodated or taken home by crisis intervention services.

3.2.9.2 Existing services

People mainly think of three key areas of funding for homelessness: the Supported Accommodation Assistance Program (SAAP), Department of Housing (DoH), and the City of Sydney Council, however in Redfern and Waterloo there are a number of services providing support not associated with the provision of accommodation and not funded through SAAP. These services are part of organisations providing a range of related services for particular groups.

In total there are 19 services and programs providing crisis accommodation and support to homeless people or people at risk of homelessness. This number does not include out of area SAAP services which will accept referrals from Redfern and Waterloo.

There appears to be a reasonable range of services, especially for such a small geographic area, with the exception of services for people escaping domestic and family violence.

The finding that there are sufficient services and not great need is consistent with the research undertaken for South Sydney Council in 2002 on housing needs in the area but inconsistent with what some stakeholders claimed (Housing Needs Study 2002). The Council reported that it has had a Homelessness Strategy on the agenda for some time and intends to progress this strategy in the future.

The data suggests that the biggest accommodation problems are experienced by Aboriginal people and itinerant people (these may be the same group) and people with mental health and substance abuse issues. Another key issue in this service cluster relates to domestic violence although the data on this collected through HPIC is very low compared with the rest of the State. This issue is addressed in the domestic and family violence cluster.

3.2.9.3 *Assessment of this service cluster*

There is a small range of housing and housing support services available to people in the area although most are located out of area. Many services in other service clusters work with people at risk of homelessness. It is also reported that other Aboriginal services that would not contribute to this Review work extensively with this population group.

The links between drug and alcohol abuse, chronic or episodic mental health issues, and domestic violence are high and were raised constantly during this review. The links between these issues are well established through almost a decade of nationally collected Supported Accommodation Assistance Program data. Thus it is very difficult to talk about homelessness in isolation from these services. Recommendations regarding a local mental health services plan, a dual diagnosis services strategy and attention to integrated approaches to people with high and complex needs should take account of how to address homelessness in this area.

It seems clear that the major issue for these two suburbs is the risk of homelessness through vulnerability in existing public and private rental accommodation arrangements rather than an acute crisis of high numbers of people on the streets. Hence housing support is an important service in this context and Department of Housing addresses this need through their tenancy support functions.

3.2.9.4 *Housing support and homelessness - Future directions*

The former South Sydney City Council identified the homeless/rough sleepers in the area as generally being Anglo Australian males aged 25–40, with alcohol or drug dependency, on Newstart or Disability Support Pension (Housing Needs Study 2002). The Council also found that there was no information about homeless people from CALD or Aboriginal backgrounds. Services for women dealing with domestic violence in the area are limited and an understanding of housing for this group that would come from service experience is not readily available. This needs to be addressed in future planning for improved family violence responses.

The homelessness strategy for the area should be progressed as part of the Human Services Delivery Plan. The existing services should be maintained and included in the capacity building training on partnerships and integrated approaches especially around improved referral. This issue could be dealt with in the next financial year.

3.2.10 Services for people who are ageing

3.2.10.1 Context

Funding for aged care is shared between the Commonwealth, State and Local Governments, although the Commonwealth has sole responsibility for nursing home funding. Considerable planning occurs for ageing populations across the three levels of government. Hence there is a substantial range of aged care services in the area at present. Services for the aged did not emerge as a current concern in this Review; it did however arise as a future need of some proportion.

Redfern Waterloo has a significant proportion of the population who are approaching the over 75 years age group. As this cohort of people reach this age their levels of disability and need for support and care are likely to increase and this development will have a major impact on the aged care system unless planning occurs now to manage the shift.

A major funding program in aged care is the joint Commonwealth/State Home and Community Care (HACC) program in NSW. Some services are provided by DADHC itself (2), others by the City of Sydney Council (4). The Department of Housing has a major role to play in Redfern Waterloo as a main housing provider for aged people (3 client service teams) and the Department of Health also provides services (3). There are four CALD organisations (4) funded to provide services, usually Community Aged Care packages, (not located in the area) and there are two specific Aboriginal services. Eleven of the 27 services are not located in the area, with the remainder being local services of varying sizes and capacities.

Strengths

There is a good range of organisations providing services to the aged. The local services are well supported by the community. There is an ideal model of co-location of three services which could be explored further to minimise administrative costs for the services. No major problems were reported for this cluster.

3.2.10.2 Analysis of this service cluster

Networks

Service providers participate in a range of networks.

There was a reported lack of coordination between community health services, housing support services, and networking was raised as an issue suggesting there may need to be refocusing of some forums.

Cultural appropriateness

Attention needs to be paid to the recruitment of staff from appropriate CALD backgrounds and linkages between ethnic-specific organisations and mainstream aged care services should be strengthened.

Demands on services

There are long waiting lists for nursing home beds, which is a national trend. The Commonwealth Government is responsible for planning and resourcing in this area. State and territories governments could negotiate with the Commonwealth Government around these issues.

Dementia, mental health care and a nursing home for Aboriginal Elders in the Sydney region were identified as demand issues. Access to mental health, and alcohol and drugs services was also identified but no data exists on the extent of this need for the two suburbs. More domestic assistance and personal care are needed for clients from culturally and linguistically diverse backgrounds with low to medium level support needs.

Staff shortages and little growth money were mentioned as some of the issues and this presents difficulties with increasing demand. Recruitment and retention of suitable volunteers is also difficult. These needs should be referred to the respective planning processes of appropriate agencies.

3.2.10.3 Future directions

The area is reasonably well served by the existing cluster of aged care services and many of the elements of an effective system already exist in the area. The most urgent needs are for:

- nursing home beds,
- access to adequate mental health services for older people
- access to respite care.

These are needs that are found across Australia. The aged care service system is delivered within the State's broader aged care and disability services planning processes. Any development of the system must occur in this context and in the context of region wide priorities. Given the active role of both the Commonwealth and Local Government in this service area, any strategies must include the engagement of all three levels of government. With the difficulty in accessing respite care and aged care residential facilities now, the situation may only worsen as the ageing population increases.

Issues for attention include:

- Capacity building in the Aboriginal communities or allowing flexibility in terms of service provision to the older Aboriginal population

- Staffing and services need to reflect the number of older Russian residents in the area
- Ascertaining the level of need for Home Care Services; waiting lists are not kept
- The use of mainstream services and facilities as a site for allied health services, is a major opportunity to create connections with the wider community and particularly with older Aboriginal residents
- The Centre is also a place for the meeting of older residents from other cultural groups and is a very important site for sharing cultural understandings across generations.

3.2.10.4 Services for people who are ageing - Action Plan

This review found that the existing service system requires little change at present but does have some development needs, namely:

- A commitment to develop, over the next four years, an ageing strategy for the area to address the future needs of residents who will be 75 years or over within the next 10-20 years. This strategy should be developed in conjunction with the Commonwealth and Local Governments in the area and in the context of a regional strategy
- The needs of older people must be addressed in the development work on the mental health and drug and alcohol strategies
- Attention in the domestic and family violence strategy for Redfern and Waterloo to elder abuse and domestic violence amongst older people – a major report on this topic is available from PADV
- Attention in any crime prevention strategy to the needs of older residents and strategies to reduce unnecessary fear in the older population
- Attention in the CALD and Aboriginal strategies should be given to what could be achieved for older residents in these populations
- Any expansion of HACC funding should be address respite care needs in the area
- The development of any self-management strategies for chronic conditions should include options for the ageing population to access and utilise these.

3.2.11 Services for people with disabilities

3.2.11.1 Existing services

The funding for disability services is established in the Commonwealth State Disability Services Agreement with the Commonwealth accepting responsibility for employment support services and the States carrying responsibility for other support and personal care services. The jointly funded but State administered Home and Community Care program (HACC), is a major source of funding for disability services.

There are 22 funded organisations providing 35 different services to people with disabilities in Redfern and Waterloo.

The Review did not review all of the core services of DADHC, but only included those that represent a substantial contribution to the network of services in the surrounding areas available to the people of Redfern and Waterloo.

There is also a range of statewide services for people with disabilities and their carers which are available to people in Redfern and Waterloo but which were beyond the scope and capacity of the Review to include. Income support is a significant issue because this area has a very high proportion of people on DSP of whom a high proportion has psychiatric disabilities. All of these services have direct relevance to the service system and we have incorporated as best we can, knowledge of that wider network of services to assess the overall disability services system for the area.

3.2.11.2 Analysis of the service cluster

The area is reasonably well served with a wide range of disability services providing a diverse range of specialist disability services including services for children and Aboriginal people. The biggest issue facing the Redfern and Waterloo disability service cluster relates to the population which is currently ageing and which is likely to remain living in the area.

Capacity and quality of services

Some of the organisations are well respected and have been providing services nationally for people with disabilities for many years. National, NSW based and Sydney region services are auspiced by bodies with well established governance structures. The locally based, smaller organisations are governed by Management Committees and some have consultative committees and Steering Committees in place. The Review detected no major viability problems for this cluster but this opinion may be related to the limited time spent on assessing these organisations.

With the projections of an increasing ageing population, and an ageing population with disabilities, the current lack of access to respite care and accommodation options will pose significant problems unless a strategy is developed over the next few years.

Considerable work has been undertaken over the past two decades to establish a high quality system of services for people with disabilities. There has been an active program of establishing systemic advocacy services to assist in making mainstream services very accessible to people with disabilities and to improve the consumer focus of specialist disability services. The services in this region are located within this broader program of a planned service system comprising both specialist and mainstream services. Unlike many other areas of human services provision, this area has been planned and reviewed extensively. The service system in place reflects the extent and success of that planning, however many policy makers, providers and people living with disabilities believe that without a significant increase in funding supply cannot keep pace with demand.

Service gaps

The key gaps identified in the area by the consultation are:

- Access to more respite care
- Improved services for people with intellectual disabilities and
- Supported accommodation for younger people seeking to live in the community.

These are needs across Australia and it is probably beyond the capacity of a locality-specific human services plan to adequately respond to these. It will need regional and state wide action.

3.2.11.3 Conclusion

The existing services are located within the NSW Government's Disability Services Plan and/or the Commonwealth Government's disability reform process. Any future directions for the area must also be located within these two plans and within the context of the wider region as this is how the planning currently occurs. This Review confirms that the disability service cluster is not in need of substantial reform or development. It rated very low for most people interviewed and no major issues regarding access, service models, gaps (unique to this area), or problems were identified. The gaps raised are common across most disability services across Australia and therefore a matter for State Government action in national planning and resourcing processes.

3.2.11.4 Services for people with disabilities - Action Plan

It is recommended that:

- No changes to existing services occur within the next 12 months and that the gaps identified in this Review be referred to the planning process used for the development of disability services in the area
- Employment services in the area should ensure that people with disabilities are able to access their services and that better information is provided publicly on these services
- Any redevelopment of facilities and infrastructure in the area must consider disability access and any potential to include recreation or social activities for people with disabilities, as part of the access to mainstream facilities by people with disabilities
- Capacity building for organisations must include attention to supporting organisations providing disability services.

3.3 Conclusions and implications

This Review has confirmed that there is a substantial investment of resources in human services in Redfern and Waterloo and that compared with many suburbs, these two suburbs are very well served. Relationships in the area overall reflect poor levels of collaboration with recent efforts at integration which show considerable promise. The service system as a

whole, and the service clusters, require significant strengthening and capacity building before any decisions on additional resources for the area should be considered. The exceptions to this relate to potential new funding opportunities for family and domestic violence, men's services and any new funding for disability and/or aged care services.

Some services are in urgent need of more detailed review and recommendations on these have been provided to the Government.

There are at least three options available to address the issues raised in this Review, relevant to the services funded or provided through NSW Government programs:

1. To consider a radical and major competitive funding regime which might attract a different range of providers and services to the area and might reduce the number and range of providers receiving NSW Government funding.
2. To consider a selective tendering process for some specific services which might establish a different range of services, attract a different range of providers and might reduce the number of providers receiving NSW Government funding. This approach would be more incremental.
3. To embark on a radical and developmental strategy which builds on the existing strengths; encourages more integrated service models and approaches, voluntary mergers, amalgamations and collocations; and includes the community in finding solutions.

The Review is recommending Option 3 for the following reasons:

- Options 1 and 2 are likely to create another set of problems. These include reducing collaboration and leaving small struggling NGOs, in particular if organisations still have some funding because existing Commonwealth funding continues. Further, it is important to note that competitive funding regimes do not always lead to reduced numbers of providers.
- Options 1 and 2 are seen to undermine existing community and provider relationships, and in communities such as Redfern and Waterloo this would be potentially disastrous for the area; these relationships are already in need of improvement.
- Considerable goodwill amongst providers and with the community has been developed, including by this Review process. Option 3 offers opportunities to build on this good will and maximises emerging partnerships and willingness to change.
- NSW government is not the only major funder in the area and both the Commonwealth and Local Government have a major role to play in the area. Option 3 is more likely to receive support from all levels of government and has the potential to deliver better outcomes more quickly than either Option 1 or 2.
- Option 3 creates opportunities to offer incentives for change and can be implemented relatively quickly with community support.

- Embarking on Option 3 with a clear message that failure to achieve change might lead to consideration of Option 2 may also create impetus for participating by some of the less willing participants.

Option 3 for Redfern and Waterloo is outlined in detail in the recommendations in Chapter 4.

Development of strategies for the service clusters as recommended in this Review does not need to be a long process that delays addressing the issues at hand. For the five priority areas for the first year, the Taskforces should meet either once a week or once every ten days for three months to complete the development of the Strategy for their cluster. This will require government and non-government organisations to release the staff involved for that time and it may mean that the Secretariat function for the Taskforces will need a contribution of staff from Local and State Government sources.

The Review team recommends:

- The developmental option be adopted to give existing organisations an opportunity to be part of the design of the system, of the reshaping and restructuring that is likely to be necessary from the strategies, and of any refunding processes that result from the strategies
- That if the process is not progressing with collaborative engagement and commitment of time by the various organisations in the clusters, particularly those involved in the Taskforces, such that the Strategies are finalised or close to completion at the end of three months, this option be abandoned in favour of either option 1 or 2
- That the Strategies be developed building from the Action Plans in the Review and from the position that before any increase in resources could be considered the Strategies would need to clearly demonstrate that following reshaping and restructuring the current level of resources cannot provide adequate services to address the agreed outcomes
- That the role of the six RWPP funded services in each of the clusters will be a key element of the respective Strategies, and that the overall funding of services in each Strategy will need to cover continuing funding for these services if the respective evaluations and assessment of their role in the Strategies confirms the importance of their continuation as part of the Strategy. This may require that savings are found or that reshaping and restructuring can lead to distribution of resources to cover the arrangements for the respective Cluster Strategy
- Organisations work out how they could cover the time needed to participate and negotiate with their funding body/bodies to agree on the plan and if necessary on whatever reduction in service might be necessary in the short term to meet the time requirement
- Funding bodies assist the organisations to find solutions to the time commitment including reduced short term reductions in service targets if necessary

- Plans will need to be in place and communicated to the community as to how to obtain service in an emergency if there is a reduction of service.

The development of the Strategies must be driven by:

- Pooling of information on the resources (premises, equipment, staff and finances) available in the cluster to meet the needs of the community, from all sources – the three levels of government, non-government, business etc.
- Pooling of information such as specific usage and/or client data, demand and need relevant to the specific issue on which the service cluster is seeking to effect change and/or an improvement of outcomes for clients and the community
- Development of agreed client outcomes to drive the Strategy
- Development of the overall service model, based on the role of the various services in the cluster within the model, to address the specific social issue of their cluster.

4. Changes needed to the human services system

In this Report there are three key sets of findings. These relate to the:

- needs of the area and the need for a locality based approach to community renewal
- the need to develop the capacity of the overall service system to better meet the needs of the communities
- the need to develop the capacity of service clusters and individual services to meet needs and to deliver contemporary service models.

These findings are the basis for recommending a coherent approach to systemic change and improvement for the area in the three levels of the service system – the systemic level, service clusters, and individual services. The themes that run through the findings are picked up in a consistent systemic strategy recommended as the outcome of this Review. These consistent themes are the need for:

- a partnership to strategic development at the locality level
- the development of the capacity of all stakeholder groups to be part of a strategic partnership
- the need for integrated service delivery models.

4.1 An area of disadvantage and complex social problems

Redfern and Waterloo are areas experiencing great challenges, through disadvantage at both the individual and the community level. Improvement of people's lives must be achieved by addressing the complex social issues these two suburbs experience.

There is a common set of themes which emerge from the most recent evidence in Australia and overseas on successful interventions in communities facing challenges such as Redfern and Waterloo. **Attachment 1** provides a discussion of this common set of themes about successful interventions and **Attachment 3** provides the references from which these themes have been identified. The interventions include both human services initiatives, and community renewal, and are based on partnerships between the key stakeholder groups in communities: government, service providers, community organisations and residents.

The key themes in the evidence are:

- Locality based partnerships to develop coordinated initiatives in economic, social and environmental infrastructure of which the human services system is an element
- Collaboration, shared responsibility, and integrated governance models
- The vital role of leadership, in planning and decision-making – both government leadership and community leadership

- ‘Collective efficacy’ – the significant issue of the need for a community to believe that it can work together to effect change – this is a threshold issue for change and can be measured using tools developed from the work of Bandura⁷
- Integrated service delivery approaches and case management
- Contemporary approaches to working with families and young people
- A major new approach to mainstreaming of resources based on identification of the actual level of resources invested by mainstream services on a range of groups in the community – what the UK government calls ‘bending the spend’.

There are two common fallacies in relation to human services. One is that a human services system can effect change on its own – this idea is now known as ‘welfarism’ and assumes that passive receipt of services will change complex social problems. The second fallacy is that improving individual services will address the complexity of disadvantage in an area. Coordinated locality development is needed. Locality based strategic partnerships:

- mobilise the local skills and resources available to the area
- increase accountability to the local community for the achievement of outcomes
- require a long-term commitment to the renewal strategy
- start with an effective and efficient community process to develop agreed community outcomes to be the goals and drivers for the 10 year commitment.

Given the structures that exist, a well founded process of workshops based on the use of the Mark Friedman *Results and Performance Accountability, Decision-making and Budgeting* model, could be undertaken to establish shared outcomes for the area for the next two years. This initiative could immediately demonstrate that a genuinely new commitment to local community outcomes, based on partnership, had commenced provided that:

- There is evidence that there would be accountability for progress towards achieving the outcomes over the two years
- A well founded approach to the partnership with other stakeholder groups in the area is demonstrated in this initiative and in the process of its development;
- People in the government departments who have already been trained in the Friedman model are the workshop facilitators and involved in the planning for the workshops.

This new approach to locality development is summarised in **Table 6**.

The context and significance of a locality approach is visually summarised in **Figure 1** and the levels of human services structure are represented in **Figure 2**.

⁷ Bandura, A. (2000) “Exercise of Human Agency Through Collective Efficacy”; Stanford University, USA

Table 6: The new approach to community renewal

Previous approach	Evolving approach
Centralised or regional planning which is delivered to the local area	A locality based partnership <i>develops</i> a coherent plan to address the social issues and challenges facing the community at the locality level and negotiates with the central government agencies and regional bodies to achieve the horizontal integration ⁸ and the use of resources to achieve the local goals
Single program or issue funding delivered as vertical interventions into the locality	Horizontal integration and coordination negotiated by the locality partnership across the various funding programs to achieve an integrated service strategy and integrated service models in the locality
Predominance of a top-down view of the locality - a sense that the State level of government 'owns' the locality rather than a balance between a 'top down' and 'bottom up' perspective	Facilitative leadership by the State level of government to build and model partnership with the other 'owners'/stakeholders in the locality – the people who live and work there, businesses, community organisations, Local Government and the Commonwealth Government. These groups are recognised as owners of the area too and as bringing vital resources to the total resource pool
State government level decision-making with consultation with a variety of uncoordinated local parties	State government decision-making involves negotiation (not just consultation) with the locality body. Negotiation is on a win/win basis for the parties
State government and the community focus primarily on state government resources	The wide range of resources in a locality are identified particularly across the three levels of government, and 'virtually' pooled to enable the locality strategic partnership to develop coherent, integrated strategies.

⁸ Horizontal and vertical integration are explored in Attachment 1.

4.2 An area without a coherent effective human services system

The human services system in Redfern-Waterloo is exhibiting the same major problems as human service systems in many other advanced economies in relation to:

- achieving change in disadvantaged areas and the fragmentation of services
- development of collaboration, coordination and integrated models of service delivery.

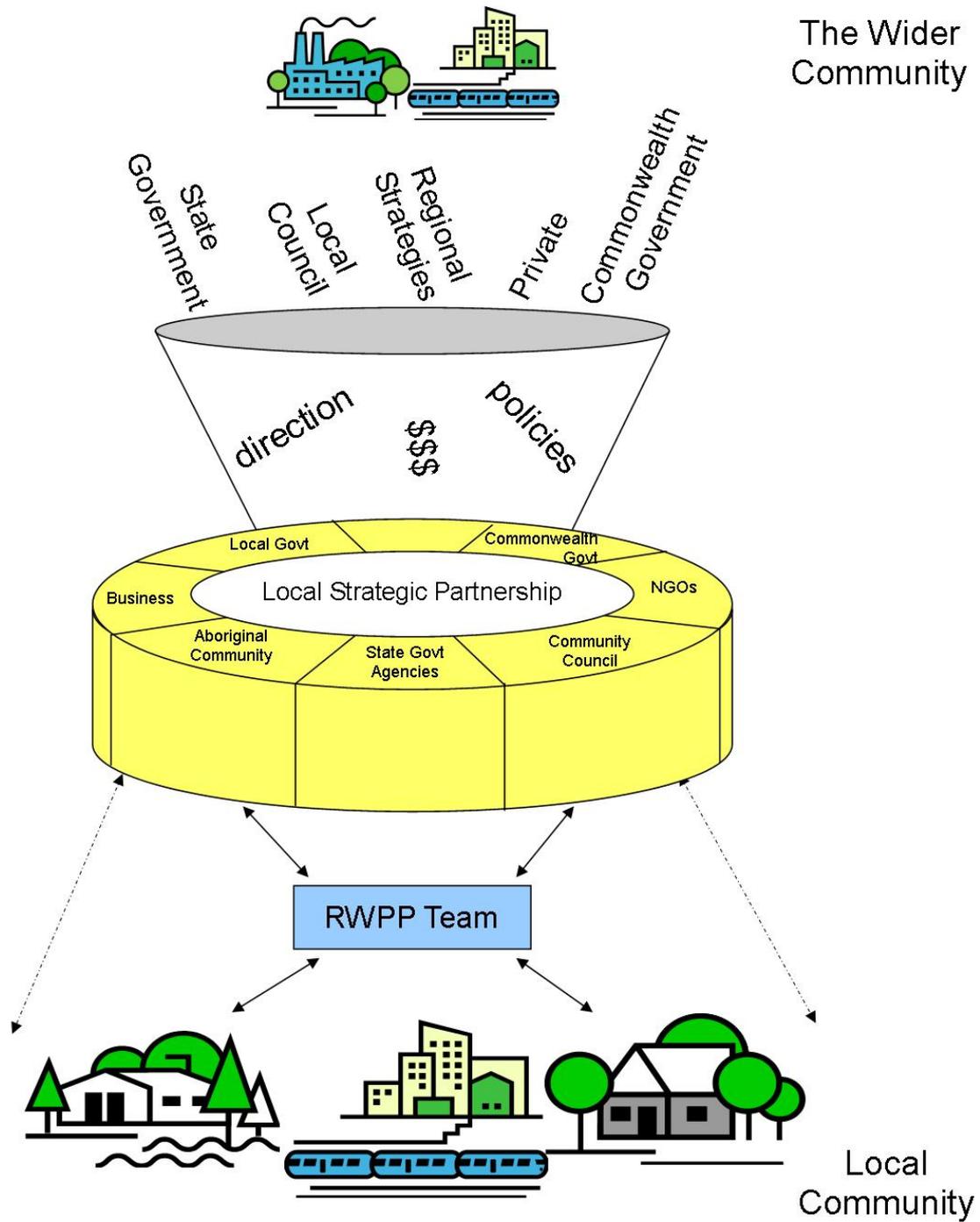
Individual services and service clusters operate in 'silos' and the systemic change proposed in this Review is an anti silo strategy. Integrated and coordinated service delivery is based on:

- shared responsibility
- an agreed common strategy and service model
- joint training of the various workers across the services involved in coordinated and integrated models.

Other issues to be addressed in the human services system in Redfern Waterloo identified in this Review include the need for:

- The system to be driven by agreed client and community outcomes
- A simple, locality based data collection system to support planning and monitoring of the outcomes of the services and of the service system in the area
- An effective common evaluation framework for the service system
- Well targeted, coordinated, long term funding to provide sustainability of effort to address complex and longstanding disadvantage
- Improved cultural appropriateness of services for the Aboriginal community and for people from CALD communities
- Development of dynamic new approaches such as assertive outreach, outsourcing, self-management health promotion models and improved engagement with people from the target groups
- Community leadership development, and capacity building for partnerships across the stakeholder groups
- Staff exchange models which build greater knowledge of each others' work
- Increasing knowledge and information about the services available should be part of the coordinated and integrated service models
- Action on organisational viability and governance issues.
- A coordinated approach to development of facilities and premises to capitalise on better use and redevelopment of the properties available in the area.

Figure 1: Visual summary of the context and significance of a locality approach



4.3 An area lacking strategic planning in service clusters and in individual services

In Redfern and Waterloo some initial steps have been taken to identify some key needs and bring together in Taskforces, organisations and people who are key stakeholders to develop coordinated approaches. However the success in this work has been very mixed. Capacity building, in government and non-government organisations, is needed to develop skills, knowledge and understanding, mutual respect and commitment to provide a basis for developing a partnership approach.

Eleven service clusters are proposed as a key middle level organising principle between the overall system and the individual services. An overall strategy should be developed for the human services system and, over the next two to three years, specific strategies for each of the 11 clusters. Priority is to be given to the development of strategies for five clusters in the next six – nine months. The five priority areas are:

- families and children
- young people
- the Aboriginal community
- health (including mental health and drug and alcohol)
- domestic and family violence.

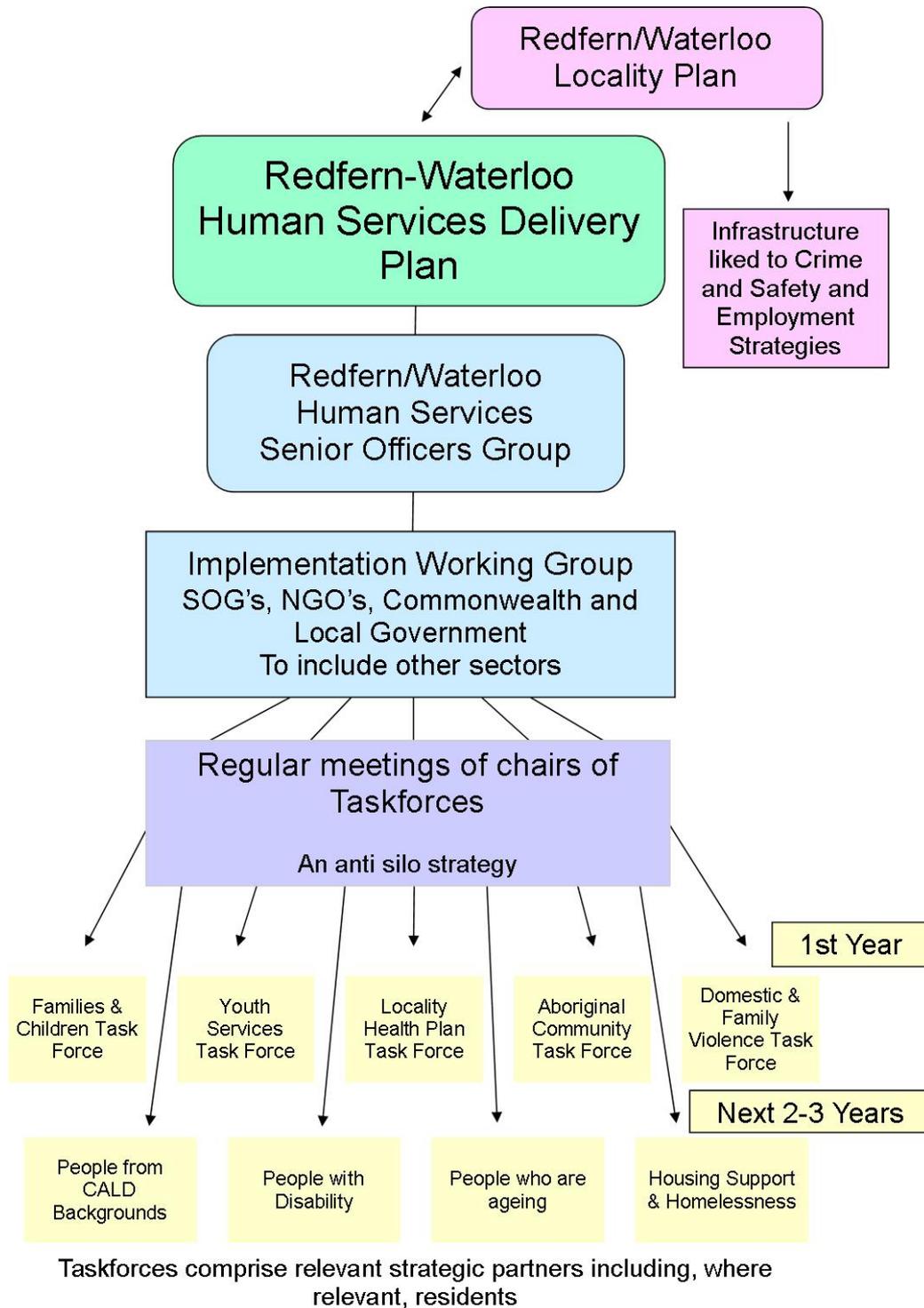
Improvement in provision of services to people from CALD communities is a further key issue and development of a strategy for this and the other five of the eleven clusters should be addressed over the next two years. These recommendations are set out in the chart summarising the recommendations below.

Capacity building of all people involved in the work of the local partnership and the strategic development of service clusters is an urgent priority.

At the level of the individual services this Review has provided directions for change based on the assessment of more than 125 services in the area.

However it is vital that the effectiveness of the system is addressed and the human services system strategy must be developed simultaneously with work to improve individual organisations and services. This Review strongly supports the undertaking of a capacity building approach as the first step in working with individual services.

Figure 2 – Outline of the levels of the human services system strategy



4.4 Monitoring and assessment of the changes needed

The Review was required to develop a monitoring and assessment framework for the restructured human services system. The Review found a range of accountability and reporting requirements across the range of funded programs for both government and non-government services. Data for local planning purposes is very hard to establish and is compounded by the range of State and Commonwealth programs requiring consistent state or nationally based data collections including minimum data sets and quality frameworks which involve compulsory standards in some programs. There is a dearth of evaluation requirements and approaches, limited community and client feedback, and almost no outcomes-based reporting.

The proposed Human Services Delivery Plan will require a simple, low cost and manageable monitoring and assessment framework which provides local data and enables an assessment of the restructured human services system.

Developing an assessment and monitoring framework for the area needs to take account of:

- The need to use common sense and wisdom in what is established to build and improve the accountability not just for public funding, but for how well the service system meets the needs of this community
- The complexity of funding arrangements in place across three levels of government and across a multitude of State, Commonwealth and joint programs areas which have their own data collections, monitoring processes and evaluation requirements
- The purpose which an assessment and monitoring system is attempting to fulfil
- Significant issues around compliance with a new system if it is not very simple and compatible with existing systems
- The common sense required to manage an assessment and monitoring system for over 190 services being delivered by over 100 organisations with a combination of regional, statewide and locally based services
- The cost of implementing a new system
- The potential workload for organisations of managing a new monitoring and assessment process.

We are proposing a simple and very manageable assessment and monitoring process which will provide:

- The development of an evaluation framework within the first six months for the human services plan and the implementation of the evaluation over two years
- A simple, outcomes based tool which is well linked to the broader outcomes for the service system and is consistent across all organisations and contributes to the overall evaluation
- Adequate information to determine that progress is being made to improve the service system for individuals, families and communities
- Compatibility with existing monitoring requirements established by all funding bodies
- A manageable reporting tool which is very quick to complete
- An incentive for organisations to contribute and comply.

We could find no justification or need for a range of data collection tools. A simple and low cost data collection tool would be provided which would complement existing reporting requirements and provide improved local data without compromising existing data collections or imposing onerous new requirements.

The tool would be:

- low cost and simple and completed annually
- outcomes based with some basic output data
- no more than two pages
- developmental in that it would encourage services to think in an evaluative framework and to improve their consumer feedback and participation processes.

Figure 3 outlines the proposed monitoring, assessment and evaluation approach.

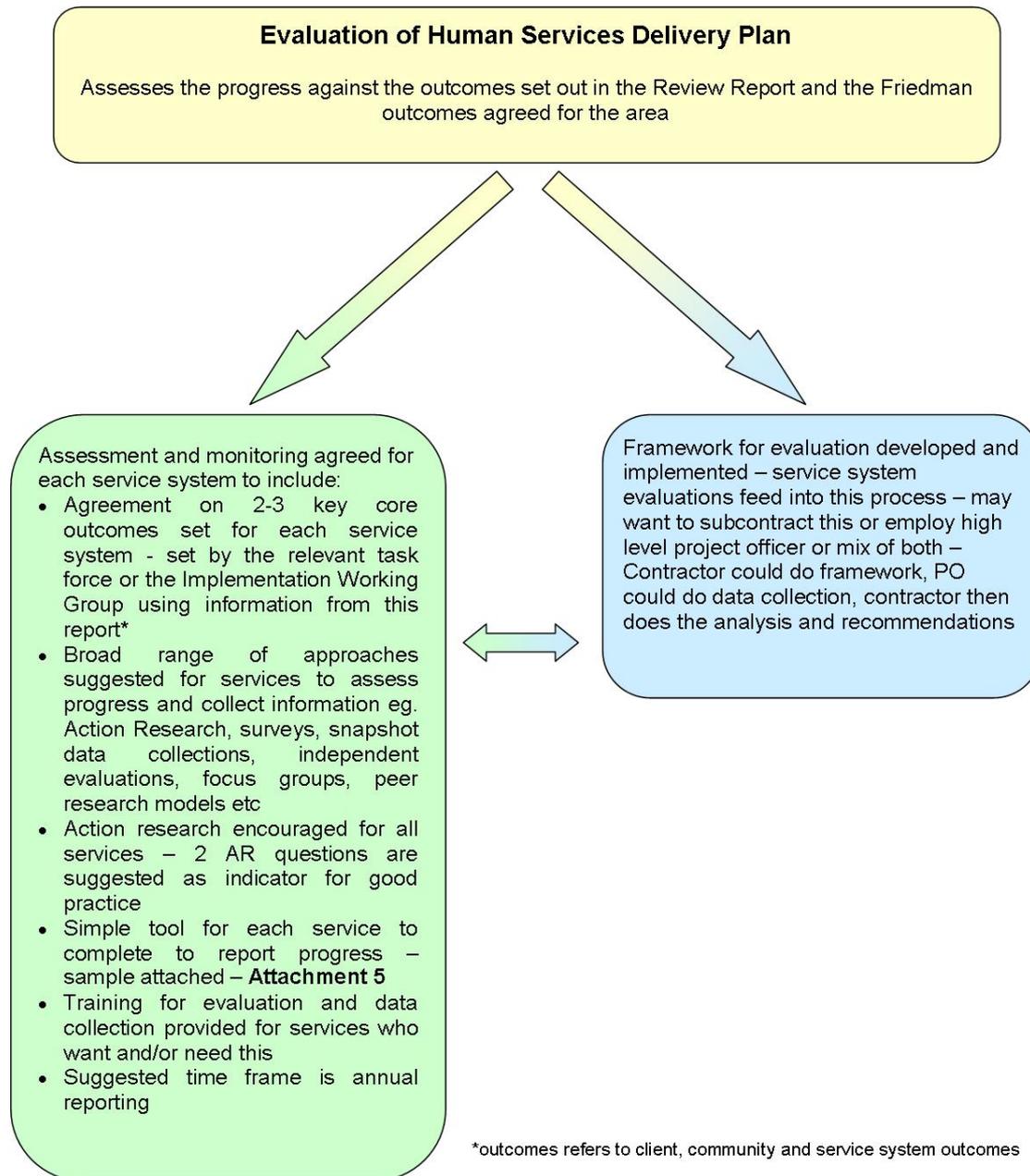
Evaluation of collaborative programs

A recent framework developed for evaluating collaborative efforts by governments could be useful in establishing the evaluation framework for the wider human services plan (Gadja, 2004). The evaluation should also be driven by the proposed Friedman workshop with the community and the proposed outcomes for the next two years contained in this Review. The Gadja sample tool (see **Table 7**) could be tested during the development of the evaluation framework and other tools developed as part of the evaluation framework if necessary.

Table 7: Strategic Alliance Formative Assessment Rubric

Level of Integration	Purpose	Strategies and Tasks	Leadership and Decision-Making	Interpersonal Communication
Networking 1	Create a web of communication Identify and create a base of support Explore interests	Loose or no structure Flexible roles not defined Few if any defined tasks	Non-hierarchical Flexible Minimal or no group decision making	Very little interpersonal conflict Communication among all members infrequent or absent
Cooperating 2	Work together to ensure task are done Leverage or raise money Identify mutual needs, but maintain separate identities	Member links are advisory Minimal structure Some strategies and tasks identified	Non-hierarchical decisions tend to be low stakes Facilitative leaders, usually voluntary Several people from “go-to” hub	Some degree of personal commitment and investment Minimal interpersonal conflict Communication among members clear, but may be informal
Partnering 3	Share resources to address common issues Organisations remain autonomous but support something new To reach mutual goals together	Strategies and tasks are developed and maintained Central body of people Central body of people have specific tasks	Autonomous leadership Alliance members share equally in the decision making Decision making mechanism are in place	Some interpersonal conflict Communication system and formal information channels developed Evidence of problem solving and productivity
Merging 4	Merge resources to create or support something new Extract money from existing systems/members Commitment for a long period of time to achieve short and long-term goals	Formal structure to support strategies and tasks is apparent Specific and complex strategies and tasks identified Committees and sub committees formed	Strong, visible leadership Sharing and delegation of roles and responsibilities Leadership capitalises upon diversity and organisational strengths	High degree of commitment and investment Possibility of interpersonal conflict high Communication is clear, frequent and prioritised High degree of problem solving and productivity
Unifying 5	Unification or acquisition to form a single structure Relinquishment of autonomy to support surviving organisation	Highly formal, legally complex Permanent reorganisation of strategies and tasks	Central typically hierarchical leadership Leadership capitalises upon diversity and organisational strengths	Possibility of interpersonal conflict very high Communication is clear, frequent prioritised, formal and informal

Figure 3 Monitoring and assessment framework



4.5 The coherent set of recommendations for reform

The following chart presents in a summary form the set of recommendations that address the need for a coherent human services system in Redfern and Waterloo.

Human services system strategies and framework for Redfern and Waterloo

Main Finding of the Review

The Review has found that the human services system requires significant change based on a locality renewal approach. The NSW Government should facilitate the reshaping of the human services system in Redfern/Waterloo by:

- Strengthening the human services system as one element of a broader locality approach to address the issues in Redfern/Waterloo
- Implementing a community leadership and capacity building strategy for the community in Redfern/Waterloo including the government and non-government services
- Addressing, as a matter of priority, the restructuring and modification of services in certain areas/service clusters
- Approving the development, as a matter of priority, of strategies in priority areas of human service delivery based on Action Plans contained in the Review Report.

The Meaning of 'Community' is Essential to Making a Difference

The Review is recommending a Human Services System implementation and planning framework as the initial step of a strategy to commence a 10 year, locality-based commitment to Redfern and Waterloo. The framework is based on a local collaborative partnership approach to address the problems of the area and involves effective engagement of key stakeholder groups of the local community i.e. service users, residents, community organisations (including e.g. local business organisations, residents groups and church groups etc.), the three levels of government, and government and non government service providers. In this framework therefore it is essential that this broad definition of 'community' is understood and embraced. No one group will be able to achieve the necessary change on their own and the evidence from around the world confirms the importance of partnerships to change communities.

RECOMMENDATION ONE: REDFERN WATERLOO PLANNING FRAMEWORK FOR SERVICE SYSTEM IMPROVEMENT

That the NSW Government approves a Redfern Waterloo planning framework within which service system improvement occurs through a ten year commitment linked to a locality based model. Reorganising human services system on locality basis

Tasks	Mechanisms	System outcomes
<ul style="list-style-type: none"> ○ Achieve agreement within State Government on the scope, context and linkages of the system to cover the Redfern, Waterloo, Eveleigh and Darlington precincts ○ Facilitate agreement with and amongst the locality based community stakeholder groups about the scope of the RW human services system ○ Implement a Friedman based community stakeholders engagement process to develop agreed community outcomes for the locality and the human service system 	<ul style="list-style-type: none"> ○ Implementation as part of the establishment of the IWG ○ Community process to develop community outcomes for the locality 	<ul style="list-style-type: none"> ○ Clarity of accountability for RW in local, regional, state and commonwealth context ○ Active stakeholder engagement with the locality scope
<p>Achieve local agreement on PRINCIPLES which will underpin the human services system: the following is an initial set for the first two years:</p> <ul style="list-style-type: none"> ○ A systemic focus on achievement of outcomes for clients rather than outputs ○ Accountability to service users, residents and government ○ Commitment to consumer participation, broader community involvement and accessibility ○ Mutual understanding of and respect for each others' roles and responsibilities ○ Cultural appropriateness for all cultural and linguistic groups in the area and embracing diversity ○ Commitment to evaluation and review and evidence based and evidence generating services. 	<ul style="list-style-type: none"> ○ IWG endorses these principles and uses them to implement and evaluate the first two year human services plan 	<ul style="list-style-type: none"> ○ The service system is driven by shared and agreed principles

Tasks	Mechanisms	System outcomes
<p>Achieve agreement on OBJECTIVES which will underpin the human services system: the following is an initial set for the next two years</p> <ul style="list-style-type: none"> ○ To build an effective local human services system to meet identified agreed local needs ○ To develop effective planned collaborative approaches to provide services and contribute to community outcomes ○ To pursue mainstreaming initiatives which negotiate the redirection of the use of mainstream resources to achieve the agreed local community outcomes ○ To develop effective integrated service delivery approaches ○ To build community capacity and leadership, and the capacity of the human service system, through initiatives that include building personal efficacy and leadership skills. 	<ul style="list-style-type: none"> ○ IWG endorses or develops these objectives to guide the implementation for the first two years 	<ul style="list-style-type: none"> ○ The service system is guided by clear measurable objectives
<p>Evaluate the human service plan over the next two years using the following OUTCOMES</p> <p>1. Improved collaboration is indicated by:</p> <ul style="list-style-type: none"> ○ the establishment of the human services planning mechanism for the area ○ organisations talk with respect about each other’s roles, responsibilities and work ○ the establishment of agreed collaborative strategies for five priority clusters ○ joint training having occurred on 3-4 key training needs including collaboration and integration, working in CALD and Aboriginal communities, strengths-based approaches, developing client outcomes ○ residents and people who use services report evidence of improved collaboration and improved services 	<ul style="list-style-type: none"> ○ IWG commissions and oversees an evaluation framework for the next two years. ○ Taskforces use the outcomes to guide strategies 	<ul style="list-style-type: none"> ○ Second Human Services Plan informed by evidence of the effectiveness of the first plan

Tasks	Mechanisms	System outcomes
<p>2. Improved service provision is indicated by:</p> <ul style="list-style-type: none"> ○ progress towards the identification of 'specialist' areas for youth services as indicated in the Action Plan in the Review Report ○ services can identify better client and community outcomes in at least 2-3 key areas ○ data indicates improved employment outcomes for young people and Aboriginal people ○ services have increased the numbers of people employed from Aboriginal and CALD backgrounds ○ increased skills of all staff in providing culturally appropriate services ○ service models being implemented are strengths-based and supported by training <p>3. Improved community relationships are indicated by:</p> <ul style="list-style-type: none"> ○ improved relationships between Aboriginal, CALD and Anglo-Australian communities in the area which have been supported by opportunities for developing shared understandings of culture, values and community aspirations ○ decreased incidence of complaints regarding the failure of services to assist and support young people and people with mental health issues ○ progress is being made to address issues related to drug and alcohol and dual diagnosis services ○ less complaints about the needle and syringe exchange program and evidence that more people in the community understand its public health role 	As above	As above

Tasks	Mechanisms	System outcomes
<p>4. Improved sense of community safety is indicated by:</p> <ul style="list-style-type: none"> ○ a range of community development activities which are building a stronger sense of community and connectedness ○ a broad range of people are participating in community development activities ○ older residents report less fear and increased willingness to venture out into their community ○ residents and businesses are aware of effective interventions with young people, people with drug and alcohol issues, efforts to increase youth employment locally, and the services available for people with both drug and alcohol and mental health issues ○ petty crime continues to decrease 	<p>As Above</p>	<p>As above</p>

RECOMMENDATION TWO: IMPLEMENTATION FRAMEWORK

That the NSW Government approves the following framework for implementing changes to the human services system in Redfern Waterloo

Task	Structure	Mechanism	System outcomes
Establish a leadership, planning and consultative structure	<ul style="list-style-type: none"> ○ The Redfern Waterloo Human Services Senior Officers Group (RWHSSOG) provides oversight and monitors the development of the Human Services Delivery Plan ○ An Implementation Working Group (IWG) made up of representatives of key human service agencies and community stakeholders (as defined for this framework) and supported by the Redfern Waterloo Partnership Project develops the plan. The IWG will report to the Redfern Waterloo Human Services Senior Officers Group ○ Taskforces involving government, non-government and resident representatives work on service clusters as set out in the Review ○ The existing RW Consultative Council provides a mechanism for two way communication with representatives of community stakeholder groups ○ The role of other existing consultative mechanisms are engaged to assist in two way communication with the wider community 	<ul style="list-style-type: none"> ○ The main Local, State and Commonwealth (if possible) Government agencies identify representatives for the IWP ○ Representation on the IWG of the non-government sector is negotiated through NCOSS ○ Representation on the IWG of other community stakeholder groups is negotiated through the RW Consultative Council 	<ul style="list-style-type: none"> ○ A human services system planning structure across two and, if possible, three levels of government, and the community as the foundation of the Redfern Waterloo local planning framework ○ The community engagement that occurred during the Review process continues during the implementation phase ○ Productive relationships are consolidated between government and non-government service providers and residents ○ Shared solutions are developed with the community which also maximises use of resources from the wide range of sources across government and non-government

RECOMMENDATION THREE: COMMUNITY LEADERSHIP AND CAPACITY BUILDING STRATEGY FOR REDFERN WATERLOO

That the NSW Government implements a community leadership development and capacity building strategy for the Redfern Waterloo human services system that involves three elements: staff skills development; professional development on new service models and approaches; a community leadership strategy for community stakeholder groups.

Task	Mechanism	System outcomes
Staff skills development for staff throughout the RW human services system on: <ul style="list-style-type: none"> ○ partnership skills ○ a client and community outcome focus ○ strength-based approaches ○ evaluation and continuous improvement 	IWG supported	An increase in the capacity of staff in the area to <ul style="list-style-type: none"> ○ develop and contribute to partnership and collaborative approaches ○ achieve client and community outcomes
Professional development on new service models and approaches in the areas of: <ul style="list-style-type: none"> ○ integrated service models to address the service needs of the population group and issue areas above ○ integrated case management ○ out-servicing approaches to integration and co-location ○ contemporary models for addressing dual diagnosis and domestic and family violence ○ improved access for and relevance to CALD communities. 	IWG in conjunction with the RWPP and each Taskforce Chair	<ul style="list-style-type: none"> ○ Improved ability to work in collaboration with other services ○ Different and improved service models ○ Improved referral processes and case coordination
<ul style="list-style-type: none"> ○ A community leadership development strategy across the community stakeholder groups and including the RWPP focusing on community leadership ○ A capacity building strategy for the non-government sector on governance and mutual accountability 	IWG in conjunction with RWPP and Taskforce Chairs and the RW Community Council	Clear and agreed leadership which supports and builds services and community engagement and ownership

RECOMMENDATION FOUR: PRIORITY STRATEGIES AND ACTION PLANS

That strategies be developed in priority areas of human service delivery, based on Action Plans contained in the Review Report

Tasks	Mechanism	Systems outcomes
To commence during the first six months as a priority, strategies for <ul style="list-style-type: none"> ○ Youth services ○ Family and children’s services ○ Services for the Aboriginal community ○ A locality based health service with a priority for mental health, drug and alcohol and dual diagnosis services ○ Domestic and family violence services 	Taskforces working closely with the government and non-government service providers involved in each service cluster, and working as a key starting point from the cluster analyses and Actions Plans contained in the Review Report	Improvement in community and client outcomes for Redfern Waterloo All services working collaboratively, with distribution of services negotiated and agreed, specialities established where relevant, integrated case coordination models in place, improved skills and training strategies in place
Monitoring of the progress on crime prevention and community safety should occur throughout the first 12 months		
Progress on the ideas underlying an employment strategy should inform the thinking and the work of the RWPP and all community stakeholder groups	In relation to the employment strategy - RWPP should work to continue the proposed development of a strategy for the area	
In relation to housing support and homelessness, the homelessness strategy with a focus on Aboriginal homelessness should be progressed		
Priorities during the second 12 months following completion of the first 12 month strategies: <ul style="list-style-type: none"> ○ Improved access for people from CALD backgrounds ○ Future planning of services for people with disabilities Future planning for services for people who are ageing		

RECOMMENDATION FIVE: RESTRUCTURE AND MODIFICATION OF SERVICES

That the NSW Government immediately considers the range of actions to improve the coherence, effectiveness and accessibility of services

- Rationalisation or merger of some specific services
- Co-location of some services
- Exploration of the feasibility of a back office facility to support merged and co-located services exploration of more possibilities for outsourcing
- The renovation or improvement of facilities for a number of services
- The performance review of a small number of services in the next 12 months
- Service improvements in some specific services.

Attachment 1 Human service systems, social infrastructure and locality renewal

We believe the material in this Attachment provides a vital evidence base for this report.

1 The evidence based logic of this Review

The underlying logic of this Review report is based on gathering information and relating this to evidence based best practice. The logic is set out in the following points:

- Human services and social infrastructure
 - Redfern and Waterloo are recognised as areas facing major challenges and this is confirmed by the evidence gathered in this review;
 - The human service system in the area has a major role to play in building the social infrastructure of the communities;
 - The human services system needs to overcome siloed⁹ approaches within human services, and between human services and other parts of the social and economic infrastructure;
- Locality based approaches and community renewal
 - Redfern and Waterloo are areas in which work on community regeneration and place management has commenced, however these developments are at a turning point, if this approach is to become well grounded in the best practice that is developing in Australia and overseas. Some significant developmental changes need to be made.
 - Best practice in relation to areas of this size is now found in a new approach based in the field of *locality based approaches* and second generation approaches to strengthening communities.
 - Best practice evidence based concepts are *local strategic partnerships*, *locality renewal*, and working on a *locality* basis. The finding underlying the new approaches has been that developing a way to provide horizontal integration at the locality level to overcome the fragmentation of services is a key factor;
 - The human service system needs to be contributing to, and accountable horizontally to, the locality approach, and vertically to the State Government directions;
- Planning and implementation
 - Locality renewal requires a 10 year timeframe to planning. In Redfern and Waterloo this should start with a staged approach which builds from existing arrangements: the plan for the human services system would develop in a staged parallel approach as well;
 - The staged implementation addresses at each incremental stage some key aspects of the building of partnerships based in the locality, in practicable steps;

⁹ Siloed approaches are those where there are few links or connections made with other programs or services

- The incremental steps, while being practicable, are to be firmly based in, and demonstrate, the new approach to building local partnerships, and developing shared leadership, responsibility and resourcing;
- Resourcing is not only finance and property based, but also includes the skills, knowledge and capabilities to use the finances and property;
- The resources available do not only come from State Government, and the partnerships bring the full range of available resources together to underpin strategic planning;
- Locality partnerships provide the mechanism for negotiating vertical integration with State Government directions, and to work together on horizontal integration locally;
- Local partners are local agencies of State government including government service providers, residents, community organisations, business, non-government service providers, local council and local agencies of the Commonwealth Government;
- Progress along these lines for the human service system is possible, initially over the next two years, as outlined in the final chapter of this Report.

2 What is a human service system?

Human services systems comprise both government and non-government service providers in areas such as family support services, childcare, aged care, health services, youth services, education etc. However the system is more than just a list of the services that exist. As a service system there are a number of elements that need to be considered in planning and reviewing service delivery particularly in disadvantaged areas such as Redfern and Waterloo. The elements of a human service system are:

- Purpose
 - An agreed scope - is the service system focussed on a community determined by the boundaries of geographic area (e.g. Redfern and Waterloo), by an identified issue (e.g. domestic violence) or by a target group (e.g. young people) or a combination?
 - Agreed broad outcomes for the community which will be pursued by services across the system and which relate to current and future needs
 - Agreed broad, overarching objectives of the service system to meet community needs
 - Agreed principles that will drive the system.
- Structures and processes for planning and decision-making
 - Leadership and decision-making structures and mechanisms through which all stakeholder groups are represented in some agreed form. The 'agreed' elements referred to in this list are agreed through these structures, with stakeholder groups including service users, the community, government and service providers. These structures would be based on articulated relationships between the stakeholder groups (e.g. this might be highly

- hierarchical and ‘top down’, or one of shared responsibility, collaboration and partnership)
 - Structures at different levels of the system for joint work between stakeholder groups.
 - Service delivery models and services
 - A range of service providers, government, non-government and private sector
 - A range of services in various areas to address the wellbeing and health of the community
 - Service models and methodologies to address the needs and achieve the outcomes for the clients and the community
 - Frameworks for planning, policies and resource allocation
 - Agreed policy and practice frameworks including
 - Agreed performance measures based on agreed common data collection (qualitative and quantitative)
 - Negotiated and achievable accountability requirements
 - Resourcing and funding mechanisms and policy to address sustainability
 - Auspicing, governance and management policies in relation to both government and non-government organisations within the system to address viability and diversity
 - Development and training strategies
 - Review and evaluation strategies.

Vinson (2001) in writing about a research project in the Clarence Valley in NSW uses a model for the key elements of service system with three key tasks: – ‘assessment’ which refers to the various tasks relating to assessing need; ‘policy development’ which refers to planning and engaging tasks; and ‘assurance’ which covers the monitoring of performance, evaluation and related tasks. A community planning process involving a three day workshop was the first step in this Clarence Valley work and a community body with all stakeholders, and supported by a staff unit, provided the structure to lead and implement the human service plan and system. This model is relevant to thinking in relation to the locality partnership for Redfern and Waterloo.

In other words a human services system needs to be planned and managed for relevance to community need, and effectiveness. A Human Service Delivery Plan is more than a ‘ground plan’ of different types of services and comprises a strategy which addresses the elements of the system listed above. The Human Services Delivery Plan for Redfern and Waterloo proposed in the final chapter of this Report is based in the model outlined above and covers the various elements.

In the case of Redfern and Waterloo there are three levels of government involved in the contribution of resources to the services in the area. This Review was set up to cover the funded, contracted, provided, and licensed services from the three levels. The existence of

services funded from these three sources has extremely important implications for coordinated activity in the human services for all of Vinson's three clusters of functions: assessment, policy development and assurance. If these activities are not coordinated across the levels of government, the locality is on the receiving end of uncoordinated, unrelated, and sometimes contradictory and fragmented initiatives that do not incrementally build an effective locality plan. It is important to note here that the community and non-government organisations bring resources to the human services system too.

It is of the greatest importance that all stakeholders realise that the resources available to the community do not only come from the State Government. The community including non-government service providers and Local and Commonwealth Governments have resources that they already contribute. The identification of the need for more resources in this report does not necessarily imply that these resources would come from the State Government. All partners may bring new resources to the table over the next 10 years and the locality approach proposed in this Review positions Redfern Waterloo to make the best use of all current and future resources. This issue is raised further later in this report particularly in relation to collaborative partnerships which start with the virtual pooling of resources from various sources in order to be able to negotiate coordination of them to achieve effective, integrated responses to need at the local level.

3 Why is the human service system in Redfern and Waterloo important?

Redfern and Waterloo are widely acknowledged to be facing major challenges, with significant proportions of residents experiencing great challenges and disadvantage, as is verified in this Report and in the difficulties and unrest that has been experienced in recent years and months.

In suburbs such as these, the research and evidence base refer to the need for approaches such as 'locality renewal', 'community renewal' and 'community regeneration' (Carley et al 2000, Henderson 2001 and 2002, Home Office 2003, Neighbourhood Renewal Unit 2003, Power 2004, Randolph 2004). This body of evidence also points to the need for locality renewal approaches to have at least 10-year timeframes of commitment and resourcing from all of the partner stakeholders. The resourcing does not necessarily need to be new resources but the resources must be directed to the locality strategic plan agreed by the community partners.

Locality renewal and social infrastructure

Locality renewal models have evolved from early models that had only a focus on physical improvement of the area – buildings, facilities and other physical infrastructure etc., to models that included economic development and economic infrastructure, based on the experience that improvement of the physical environment is not sufficient to give localities

improved outcomes in life opportunities (Henderson 2002). These models have now further evolved to address social infrastructure and community ownership of the development to enable communities to engage with the renewal process.

Human services are now considered to be essential elements of healthy social infrastructure for communities across the world (OECD 2001 and 2003). Social infrastructure is the term used to refer to the community organisations, services, structures, capacities and partnerships that underpin communities of all sizes or levels in a society such as Australia.

Social infrastructure supports residents, families and individuals to go about their daily life of working, supporting each other, being part of the local community and of effective families and social groups. Human services contribute to this function of the social infrastructure. With the changes in the market and the failure of markets to provide employment and opportunities for many categories of people, the role of the original safety net model of human services (sometimes misleadingly referred to as 'the welfare model') became inappropriate and a new paradigm has emerged. This new paradigm emphasises individual and community capacity and enterprise, and individual and community connectedness.

Human services contribute to and underpin an effective community enterprise strategy however a human service system cannot on its own regenerate a community but must be linked to, and underpin the other social, economic and environmental initiatives.

Community partnerships and shared responsibility

In many locations around the world, particularly where there has been major community unrest, analysis of the circumstances has led to findings that in most locations several attempts had been made to address the disadvantage of the communities and the quality of their services but the initiatives had not been successful. Two of the aspects of these findings were that there had not been a recognition of the need for the community itself to be one of the key drivers and owners of the process, or that some groups in the community will need opportunities and skills to be part of the change. In other words local partnerships and community capacity building are vital drivers for improvement.

The UK model of local strategic partnerships for example recognises that effective locality renewal cannot be 'done to' communities, it needs to be 'done with' community partners to be effective – i.e. community governance and partnership issues need to be addressed. Because of the role of human services this partnership needs to include the planning and assessment of the human services system in the locality and the way in which the human service system contributes to the quality of the social infrastructure and the improved outcomes needed for locality renewal.

It is very important to emphasise that neither central State Government level initiatives on their own, or locality based initiatives on their own, can achieve renewal and overcome fragmentation of services at the local level. The NSW Government has committed to be part

of the national Council of Australian Government (COAG) trials in Indigenous communities called the Shared Responsibilities trials. The principles behind this development, which are based in developments in Indigenous policy worldwide (Cornell), are very similar to the principles of the locality based approaches to disadvantaged communities. The Commonwealth Government in developing its new Indigenous Coordination Centres is reported to be working on the principles of local strategic partnerships that drive the COAG trials. This development is relevant to the approach this Review proposes for the Aboriginal community in Redfern and Waterloo.

‘Collective Efficacy’

As mentioned above, analysis of areas which have experienced major unrest here and overseas has identified that communities need community leadership, a shared vision for the future, and good processes for working together across stakeholder groups: including for example three levels of government, residents, community organisations, businesses and service providers. An important concept in relation to community leadership is ‘collective efficacy’ as described by Bandura (2000):

‘Unless people believe that they can produce desired effects and forestall undesired ones by their actions, they have little incentive to act. The growing interdependence of human functioning is placing a premium on the exercise of collective agency through shared beliefs in the power to produce effects by collective action’

Bandura points out that there is a growing body of research that supports the ‘impact of perceived collective efficacy on group functioning’ in studies of diverse social systems, including educational systems, athletic teams, and urban neighbourhoods.

The relevance of this concept to Redfern and Waterloo is that information gathered in this Review about how the community feels about the future and their place in it demonstrated a low level of ‘perceived collective efficacy’. People in all stakeholder groups including parts of government, had a low level of confidence that they, either separately or together, could make a difference. Many initiatives, which the authors justifiably believed could make a difference for the people of Redfern and Waterloo, were regarded by parts of the community as schemes to reshape the community for the benefit of others – e.g. for government or business particularly. This kind of response was sufficient to significantly undermine and delay progress on the initiatives. Action to address this community perception is urgently needed and is a vital underpinning to effective improvement of the human services system. Some government respondents to the review were concerned that insufficient attention and resources had been put into development of community and non-government service provider capacity.

Paradoxically the current orthodoxy that the answer is ‘quick wins’ to demonstrate success, and scepticism and distrust will not work if people do not feel connected to the purpose of the ‘quick wins’. If the particular ‘quick wins’ being pursued are not clearly demonstrated to

be meeting the community's shared view of what needs to be addressed, then they are seen to be to meet someone else's purpose, and so rumours, myths and misinformation flourish.

A study by the Demos Foundation in the UK warns against the pitfall of 'impatience' i.e. of 'quick wins', in the development of integrated approaches (Demos 1999). 'Quick wins' of the kind referred to as ineffective in this UK research are often ideas such as putting in a few initiatives and services to demonstrate action. However, more effective 'quick wins' can be achieved by quickly and effectively establishing a sound partnership planning process to set community outcomes.

In the case of Redfern and Waterloo, given the structures that exist, a well founded process of workshops to establish shared outcomes for the area for the next two years could be undertaken. This would demonstrate that a genuinely new commitment to outcomes, based on partnership, had commenced ('a quick win').

Further detail on this proposal is provided in the complete Human Services Plan for Redfern and Waterloo that is provided in chapter 4 of this Report.

4 Evidence base on contemporary developments in human services

In proposing directions for the Redfern Waterloo human services system, the individual service clusters, and individual services, we have drawn on a range of key developments in Australia and overseas.

4.1 Strengthening communities

Vertical and horizontal integration

As governments and other stakeholders in countries such as Australia, UK, Canada and the US have recognised, to address systemic issues that have developed there have been two main types of responses:

- national programs to provide strategic directions, mechanisms and funding for community regeneration – vertical intervention and integration
- spatially based initiatives at various levels from regional to small localities and neighbourhoods – horizontal intervention and integration.

Both of these types of interventions are necessary because neither macro-level or local initiatives can solve the systemic problems. In particular it has been found that the national initiatives need to be coordinated and made relevant to the local circumstances. Place based approaches as opposed to program or issue based strategies, are increasingly involving several elements – physical and environmental renewal, economic and employment development and social development or renewal. Concepts such as social exclusion and social inclusion are also part of this movement. Communities which, like

Redfern and Waterloo, have population groups that are seen to be excluded have been significant sites for locality based social development with integrated sustainable approaches.

In the time in which various examples of these locality based strengthening communities approaches have been developing in NSW, first and second generation models have evolved around the world including models based on the experience in NSW (Randolph 2004).

First and second generation models of strengthening communities

First generation models of strengthening communities strategies did not consider local strategic partnerships or community governance as part of the improved integrated approaches at regional, State or national levels. Second generation models involve consideration of local community governance based on the evidence that the fragmentation of government and community activity needs to be addressed at the local level. In a number of fields, including particularly Indigenous affairs internationally and in Australia, current models are increasingly proposing local governance structures which enable the local community to mediate the way in which policies, programs and resources 'rain down upon' their community. For example local communities are being enabled to:

- pool funds from 'siloes' programs to develop integrated initiatives – the pooling of funds may be virtual in that they have the power to negotiate the use of funds without having the funds amalgamated into one account
- require that government bodies approach the community through agreed community structures
- develop and drive strategies for their community by negotiating with government agencies to put together resource packages, policies, models and programs suitable to their particular needs
- negotiate how the policies and priorities of government will interface with the community.

The community partnership mechanism established to lead and focus community action would be the way to include mechanisms for the community to contribute to outcomes for the human service system in the local area. This is set out for Redfern and Waterloo in the final chapter.

The development of a well-functioning human services system must be based in effective locality strategic partnerships.

4.2 Second generation approaches to strengthening communities in NSW

As clearly outlined in its submission to the NSW Legislative Council Inquiry (NSW Govt. 2004) the Government has been working since 1995 on initiatives to strengthen communities that can be demonstrated to be experiencing great challenges and disadvantages. Along

with other governments, here and overseas, the phrase ‘strengthening communities’ has been a key theme in some government policy and initiatives.

Approaches to strengthening communities have evolved based on experience from projects in many locations in Australia and in the UK, Canada and Europe (Randolph 2004, Carley 2000, Human Services Planning Coalition 2003, Neighbourhood Renewal 2003, Neighbourhood Renewal Unit, 2003). Learnings from early approaches have led to what we believe is a second generation set of principles and elements that are essential to best practice in addressing community regeneration. A range of central tenets is emerging, based on evidence from international experience. These tenets and imperatives are:

- The central importance of community ownership of local priority setting, plans, strategies and projects that are developed to address the community’s vision for an improved future supported and underpinned by an effective human service system
- Community ownership embedded in a whole of government approach
- The vital role of an integrated whole of community approach, as well as integrated approaches to administration, implementation, service delivery and projects
- The need to address economic, social and environmental objectives - the ‘triple bottom line’ approach
- Accountability of all parties to the community as well as to social and political institutions such as levels of government
- The importance and difficulty of redirecting some existing mainstream resources to specific priorities, rather than the first generation approach of investing money in add-on projects of various kinds
- The imperative to make a commitment of resources, of all kinds not just financial, for at least 10 – 15 years to effect the necessary change.

Early models for strengthening communities were top down with characteristics such as:

- governments identifying priorities and implementing them in Statewide/national programs that were not embedded in the community
- short term, medium term and long term strategies where the criteria was ‘quick wins’ for short term strategies
- working in deficit models that did not seek to mobilise the community’s leaders, networks and assets
- partnerships that were based on inviting communities, organisations, businesses and non-government organisations to join in a program already formulated centrally.

Important objectives were achieved in some of these programs. For example in NSW Families First, community renewal, and community solutions projects have identified important priorities and initiatives which have contributed to the improvements in policy and programs. Programs of this kind have also contributed to the creation of an environment for more integration, and initiatives that are more connected to local communities. An example of this is the strong emphasis in Families First on community development. Place planning or management models have tended to be more urban renewal and economic regeneration

focused, while second generation approaches emphasise social infrastructure, combined with community enterprise and capacity (Henderson 2004).

Governments have become 'more spatially aware' (Randolph 2004). In a review of place focussed and community strengthening initiatives, Randolph looks at 36 programs in NSW and categorises them as targeted programs, place integration or coordination programs, place management or place entrepreneurship. Having reviewed these categories he points to the need for local coordination and integration. There is a powerful diagram in this article that shows how many uncoordinated initiatives there were affecting Fairfield in 2001. Further Randolph proposes that there is a need for a collaborative governance mechanism to achieve this coordination – e.g. a Local Renewal Consortium (Randolph 2004). Most models also have a locality renewal fund of some kind to provide some resources which are combined with a mainstreaming approach to the use of resources. Mainstreaming is explained below.

4.3 Collaboration

To achieve collaboration, major developments in many areas across these countries have adopted approaches such as those proposed by Randolph (Randolph 2004) and what are called Local Strategic Partnerships in the UK (LSP Tool Kit 2003). An example of a similar body in Canada is a Human Services Planning Coalition (Human Services Planning Coalition 2003). These partnerships are of the partners/stakeholder groups that comprise community – government (in Australia all three levels of government) business, residents, community groups and organisations, including non-government service providers. The local strategic partnerships provide a powerful mechanism for a local community to:

- bring together the ideas of residents with government and business and community groups
- set community directions, purpose and outcomes based on planning processes
- build locality ownership of this purpose
- mobilise and manage resources for community renewal and to build an effective social infrastructure of human services
- create effective accountability, monitoring and evaluation for continuous improvement of services and the service system
- provide a structure for a local manager supporting the local partnership with a unit of staff to assist with partnership development and management, including facilitating a body that provides for integration of government activities at the local level by the collaborative work of local managers of government agencies.

These partnership/collaboration concepts are also referred to as integrated governance approaches because the purpose of the partnerships is to provide for collaborative integrated governance of a locality.

Integrated approaches to the development of stronger communities start with a facilitated community process to identify agreed community outcomes. As pointed out by Mark Friedman in his workshops on *Results and Performance Accountability, Decision making and Budgeting* with NSW government agencies earlier this year, diverse communities do develop shared community outcomes with good processes to facilitate them. There may be core community outcomes and some additional outcomes for specific groups such as Indigenous and non-English speaking communities, but a clear focussed set of outcomes to drive community change and action can be developed along with the performance measures to assess progress.

The resulting outcomes may be what a government or expert body would have set in isolation but the difference is that, particularly in disillusioned communities like Redfern and Waterloo, when outcomes, goals and plans are put to communities, even with excellent facilitation, the deep scepticism and distrust in the community leads to them asking ‘for whose benefit is this initiative being pursued?’ Communities that are experiencing great challenges often focus more on the difficulties, and the initiatives that do not work than on the evidence of any incremental change or of well grounded ideas that have been brought by players that they do not see as part of their community.

4.4 Collaboration in the human services

Concepts of integrated governance, conceptualised as varying levels of collaboration, to address so-called ‘wicked’ problems, underpin much of the current evidence on approaches to communities experiencing challenges such as that being experienced in the Redfern and Waterloo areas. Purposeful and intentional alliances which bring together stakeholders in collaborations involving communities, all levels of government, non-government organisations, businesses and consumer groups, are very prevalent across the world, including in both western and developing democracies.

The important elements of integrated initiatives are drawn out and confirmed in the literature and in particular in recent work published in the evaluation literature¹⁰. These include:

- Creating a shared vision and shared planning
- Decision making and leadership
- Communication patterns and conflict resolution
- Problem solving capacity
- Purposeful interventions
- Stakeholder engagement
- Organisational identity and culture
- Resource allocation – adequacy and shared responsibility.

¹⁰ Gadja, Rebecca. (2004) Utilizing Collaboration Theory to Evaluate Strategic Alliances in American Journal of Evaluation, Vol. 25, No. 1. pp 65-77

Gadja (2004) identifies five key principles found in the literature and current evidence on successful collaborations:

- **Collaboration as an imperative** – the notion that no single entity can solve complex social issues alone; describes the intentional nature of establishing collaborations for the express purpose of achieving improvements and change.
- **Collaboration is known by many names** – emphasises that collaboration is known by many terms and has a host of definitions, stresses the role of evaluators in promoting the complexity of collaboration processes and of the importance of relationships building to achieve the goals of intentional, inter-organisational efforts to achieve change for individuals and/or for communities.
- **Collaboration is a journey not a destination** – emphasises that collaboration is a continuum and suggests a conceptual framework for assessing the level of desired collaboration from networking through to unification.
- **With collaboration the personal is as important as the procedural** – highlights the significance of trust building, and healthy relationships and connections between people as the foundation of healthy alliances which also require effective leadership and shared problem solving. This is equally true at both the individual case level and the broader locality and community level.
- **Collaboration develops in stages** – outlines the importance of recognising the collaboration as a process with clearly identified stages of development – group forming stages of ‘form, storm, norm and perform’ or ‘assemble, order, perform, and transform’. This will manifest in both integrated casework and broader collaborative endeavours.

The implications for the future of the human services system in Redfern and Waterloo are ensuring that:

- there is an agreed collaborative structure and well supported processes for the planning and review of the human services system in the area
- the collaborative work is client and community-outcomes focussed
- collaboration as practice is well understood in both broad planning and case management initiatives
- the purpose remains clear, focused and is constantly evaluated
- effective and shared leadership is required which fosters partnerships, values the contribution of all partners and anticipates emerging conflicts and deals with these well – whether this be program initiatives or macro level planning
- the role of residents and NGOs in helping to shape the plan is maintained and developed
- organisational cultural issues are understood and addressed in the governance and service delivery elements of initiatives.

A tool for addressing the level of integration in integrated approaches is included in Chapter 4 of the Report.

4.5 Leadership in planning and decision making

There is important work from the UK and Canada in relation to the issues of governance and leadership, which has been well summarised for the IPAA 2003 NSW State Conference by Tim Farland (IPAA 2003). The experience drawn from both the UK and Canada is detailed and informative. The approach proposed in this Report is based in this evidence and assumes that any implementation of a new model would draw on the UK and Canadian examples for more detail than is given in this Report.

Government leadership is evolving into new approaches based on the creation of frameworks and environments in which integration can succeed, and implementation is negotiated and mediated with other partners rather than delivered as finished products, in order to ensure local communities can own their future. Effective engagement of people from all stakeholder groups is a key indicator of success for local strategic partnerships.

Material quoted by the NSW government rightly emphasises the need for government leadership. The essential balancing factor needed to ensure community ownership is the development of community leadership.

Community leadership programs act at a number of levels – leadership training for children and young people, and for a large number of adults in the community. This concept of leadership does not relate to people being primarily trained to take formal leadership positions, rather it is based in developing confidence, skills, connection with community, willingness to take responsibility for oneself and to work in a shared responsibility with others. A leadership approach of this kind leads to powerful groups which engage purposefully with challenges and accept shared responsibility rather than expecting other players (organisations or people) to take responsibility. There are also examples of programs where the community leaders are organised to be street leaders and do doorknocking. Enterprise approaches build on these elements too. Negotiation of situations between partners is the basis of a community leadership approach rather than confrontational, adversarial or political and positional bargaining.

Important research has also been done on the knowledge and skills needed for community leadership collaborative and developmental work. Knowledge about complex social issues, problem solving approaches, 'what works', community structures and related bodies of knowledge are essential elements for developing community capacity. Skills such as partnership working, consensus building, conflict resolution, communication, interpersonal skills, project design and management, analytical skills and skills for valuing diversity would all be valuably made available to community members to be able to engage in locality renewal.

4.6 Integrated service delivery and case management

Integrated service delivery and case management are emerging important elements in effective human services across the world. ‘Joined up programs’ and ‘joined up working’ are concepts that appear frequently in the literature. We have developed a continuum in relation to integrated frameworks which helps to show the importance of a framework to provide coherence and integration to services. Table A1.1 shows the range of situations from one where no framework exists and services are independent unrelated services to the situation where there is a coherent framework for a part of the service system through to a coherent framework for the whole system.

Table A1.1: Frameworks Continuum

		Framework			
		No coherent framework	A coherent policy and planning framework	A coherent service model framework to address the needs of a group or to address an issue	A coherent framework for a service system
Services	No framework and unrelated services	An outcomes framework which provides a logic and relationship to the work of individual services and adds value to their work by supporting them to contribute to the achievement of the outcomes	A coherent framework to address an issue which articulates the role of complementary services whose work is integrated to provide a coherent seamless service to users	An overarching framework that gives coherence for the service system across a range of strategies and programs so that an integrated local system is implemented	
	Individual unrelated services	Individual services in an articulated, referral-based relationship where the service user physically moves from service to service	Complementary services in a seamless program - formal referrals not required – users may not need to move from one location to another	Complementary services in a seamless service system across strategies and program	

Research identifies five common elements of integrated case management practice:

- **Client-centred** – all models are predicated on the principle that services need to be planned to meet the individual needs of clients, and that meeting these needs must reflect the community, including family, in which the client lives. For children and young people, responses need to be developmentally appropriate and strengths-based. This includes involvement of families and/or individuals in decision making and planning including when working with young people.

- **Multi-system** – people with complex needs require interventions from a range of sources and the need for multi-system or systemic approaches is stressed throughout. This systemic approach is then reflected in the tailored responses, developed in conjunction with the individual or family concerned.
- **Team commitment** – the success of outcomes for clients is heavily reliant on the relationship between all members of the team sharing collective responsibility for delivering those outcomes. A wide definition of team is used to convey the service system working together with clear roles and responsibilities. Such team building is reliant upon shared commitment to the goals to be achieved and can be enhanced through training initiatives, networking and other activities that facilitate trust and collaboration.
- **Planning** – needs to be a core activity to ensure service delivery is co-ordinated, appropriate and comprehensive. This needs to occur at the individual case level and at the service wide level.
- **Monitoring and Review** – Building evaluation and review is essential to ensure that changes are noted and responded to through effective and outcome based approaches

4.7 Working with families and young people

Many of the case studies of locality renewal projects and programs for young people at risk in the literature refer to the fact that a key priority in such communities is often the need to work with families, children and young people.

Current practice in the family support field is reflecting the influence of recent research that includes an ecological approach to working with families and children, in which an individual is worked with within the context of the family, and the family within the context of the community. The model is strengths-based and promotes empowerment of the individual or family and promotes solutions-focused interventions¹¹. This model builds on the Bronfenbrenner systems approach, which suggests that individuals exist within intersecting environments of the family, community and society.¹²

Recognition of the importance of ‘place’, and the understanding that where people live, has a direct impact on general health and well-being, has highlighted the importance of recognising not only the needs and strengths of individuals and families, but of neighbourhoods and communities, and how individuals and families interact within their neighbourhoods and communities¹³.

¹¹ Tomison.A: (2002) *Are we meeting family needs in Australia?* Keynote address to the Family Services Australia Annual Conference, Darwin

Tomison.A: (2002) *Preventing child abuse - Changes to family support in the 21st century*. Australian Institute of Family Studies. Child Abuse Prevention Issues Number 17 Summer, at www.aifs.org.au/nch/issues/issues17.html

¹² Jeffrey.K: (2004) *Working with children and families: what the literature is telling us?* NSW Benevolent Society Sydney.

¹³ Michaux.A: (2003) *Moving from our place to your space: Rethinking early intervention with children and families*. Benevolent Society at www.bensoc.asn.au/research

Systems and ecological approaches emphasise the significance of cultural context and the need to ensure cultural relevance and competence for working with young people and their families. The experience and evidence emerging from work with Indigenous communities, families and children confirms how important this concept is for Indigenous young people and their families.

The most effective interventions for children and young people appear to be those that are developed within a family focused intervention, whether this begins in a youth service or a family service. Children and young people live in communities and mostly within families. Where they do not live with their family of origin they almost invariably will maintain strong attachments to that family, even if that attachment is emotional. Families will mostly retain an attachment to their children, and interventions must assist all parties to engage in efforts to build or rebuild family and community connections.

Resilience is the other recent concept to emerge in working with families and communities and was advanced by Gilligan (in Jeffrey 2004) as the ability to respond to everyday situations, risks and stresses and involves understanding the complexity of interactions surrounding:

- the qualities of risk and adversity involved
- the qualities and experiences of the individual involved
- the qualities of the relationships and environment in which the individual is living.

Resilience is linked to concepts of strengths-based approaches and maximising natural supports in communities, e.g. neighbours.

4.8 Mainstreaming of resources

A paper from the UK Audit Commission (2002) refers to the growing interest in the challenge of mainstreaming resources. This idea relates to the finding from the first generation approaches to locality and community renewal models that short term specific funding to address disadvantage is not effective on its own. Mainstreaming is the concept that the mainstream resources particularly of government agencies need to be mobilised. This is also referred to as 'bending the spend'. Case studies of more recent locality initiatives in the UK show examples of local strategic partnership bodies identifying the amount of resources coming into the community from the various sources in order to be able to decide how to use these resources in integrated strategies to address the local priorities. Traditional resourcing has tended to focus on inputs rather than outcomes and development of local strategic partnership priorities and outcomes enables the partnership to negotiate the allocation of resources at the local level to address these priorities.

While it is apparent that this is an essential development, research so far shows that commitment of strong government leadership at the local level to this approach is vital to overcome barriers such as territoriality, and siloed performance measures from the central

offices of government agencies with which local government officers are required to comply. Managers of government agencies at the local level would need to have performance agreements that require them to be working to achieve integrated local objectives (horizontal integration) within agency objectives (vertical integration).

Attachment 2 Methodology and Consultation List

1.1 Methodology

This Review of the human services system of Redfern and Waterloo was undertaken over five months between January and May 2004. The Review was a major exercise and there is no precedent for a review of a total human services system in an Australia city of comparable size to Redfern and Waterloo, nor in any city in any of the OECD member countries. From the outset, the size and scope of the task was both daunting and unpredictable as no directory of services existed for this area or indeed for the City of Sydney. As the project progressed additional services came to the attention of the Review team and every effort was made to facilitate contact with these services.

The scope was defined as all of those human services that are provided, funded, licensed or contracted by the Commonwealth, State or Local Governments. The only exclusions were: the core business of the State departments such as child protection, schools, hospitals and Police but all their ancillary services are included, eg. After School programs, Domestic Violence Liaison Officers and health services including drug and alcohol services and mental health services except hospital based mental health services.

The terms of reference for the Review are provided in the Introduction to the Report.

The Review Team worked with the Project Director of the Redfern/Waterloo Partnership Project and reported to the Redfern Waterloo Human Services Senior Officer's Group.

The methodology for this review was a qualitative, mixed methods approach and involved the following key elements:

- A preliminary mapping of the human services sector to establish the size and extent of human services in the area; this was developed using a combination of resource lists and word of mouth advice from key stakeholders and was completed in February 2004
- The establishment of a data base of existing human services which was built upon throughout the review as additional information was gathered from surveys, interviews, and follow up research to establish the accuracy and currency of the data – this data base now contains details of 192 services in the area
- The use of the Bradshaw needs analysis framework with some adaptation
- The preparation of a Critical Issues Paper early in the Review which identified the key issues and a risk assessment for the project
- The development and implementation of a Communication Strategy for the Review
- A national and international literature review including an extensive search of UK and US initiatives in similar communities

- An extensive community consultation strategy involving:
 - two community forums held in the evening at the Redfern Town Hall with a light dinner provided
 - three service provider workshops
 - 3 focus groups with a range of residents and existing networks
 - 6 focus groups with clients
 - a dedicated Aboriginal consultation strategy – this was managed by a respected Aboriginal woman consultant on the Review team - 43 Aboriginal people were interviewed and surveyed and provided feedback on the service system
 - two community events including a ‘Sausage Sizzle’ jointly hosted by the SCC and attended by 85 residents
 - a street survey on a Saturday morning in Regent St
 - a 12,000 letter box drop of a residents’ survey – 159 were returned
 - The creation of a website which was posted with three project updates, FAQs and key documents
- The design and application of an extensive organisational survey which was distributed to more than 200 services in the two locations, and located ‘out of area’ but delivering services to the residents in the two areas. Surveys returned covered 108 services
- The categorisation of services into three categories¹⁴ for the purpose of identifying major providers and services requiring extensive assessment and for prioritising time and effort given the size of the project and the short time frame
- Key informant interviews with more than 65 people from the various stakeholder groups
- 61 service visits including in-depth follow up and face to face interviews at services identified as Category 1
- Follow-up phone calls with organisations deemed to be Category 2 and three services
- Attendance at one Community Council meeting
- Three meetings with the Redfern Waterloo Human Services Senior Officer’s Group (RWHSSOG)
- Regular meetings and discussions with staff in the RWPP
- A deliberative workshop with a selected group of key stakeholders to test the emerging findings

¹⁴ This categorisation was used to determine the nature of the assessment as follows:

Category 1: Major provider, located in the area or has a strong presence in the area, core service in the area and crucial to database and service system – surveyed and visited.

Category 2: May or may not be located in the area but provide some service to population of Redfern/Waterloo and should be in database and important to service system – surveyed and follow up phone call to clarify information if necessary.

Category 3: Out of area, not a high level of services in the areas but should be in database and of some importance to service system, some of these emerged late in the Review. Entered name, contact details, service area, target group and key activities into database – minimal follow up.

- Analysis of the data base of the organisations, and of the surveys returned during the project, and of all of the data collected via focus groups, interviews and assessments
- Assessment of approximately 105 services
- Engagement of 550 people who participated in the Review: 20% from the Aboriginal community, and 80% non-Aboriginal people including approximately 9% from non-English speaking backgrounds
- The preparation of the final report for the Review.

The project had a number of limitations which it needed to deal with throughout; some early in the project and some remaining as the final report is being finalised. These were:

- Difficulty identifying services in the area and then establishing accurate contact details and service descriptions
- Delays in receiving data from funding bodies – at the time of writing, the Review had still not received some data promised by funding agencies
- A delay in receiving notification support from the Commonwealth and therefore the involvement of and data from Commonwealth funding programs
- Whilst the core services of some key government departments was excluded from the Review, issues relating to service delivery of these core services was raised constantly during the Review
- Several key Aboriginal agencies refused to participate in the Review despite the application of a good practice approach to the community, including discussions with Elders and community leaders – as one of these services is a major health provider this created considerable difficulty in the assessment of some service areas
- The February riot created tensions within the community and added to the challenges the project faced in engaging some Aboriginal agencies. It also placed enormous pressure on some key government agencies who had staff trying to provide information to the Review team at the same time they were being required to provide information for the subsequent inquiry
- The decision, seven weeks into the Review process, regarding the forced amalgamation of the SSCC and SCC also generated increased cynicism regarding the government's willingness to listen to the community; the Review team was constantly engaged in an effort to keep the community engaged in this process in a spirit of good will
- The short timeframe did not allow for the most desirable level of community and client involvement in the project; however, despite this challenge, the Review did manage to engage over 550 people in the Review and this included over 200 residents¹⁵, approximately 80 service providers and approximately 50 people who participated in client focus groups
- The Review Team would have preferred to work with a peer research model to seek client feedback but the size of the task and the time frame made this totally unrealistic

¹⁵Many of these people used services in the area but attended events as residents with a wider interest in services for themselves and their neighbours and friends

- The completion of the survey varied across agencies and the Review Team did their best to ensure information provided is as accurate as possible.

Finally this is a pioneering project. Reviewing an entire human services system in a large metropolis and in complex and changing community settings like Redfern and Waterloo, has confronted the Review Team with enormous challenges. The project was undertaken in an environment of high community stress and tension and there was considerable media attention on the community.

The Review team has attempted to keep the focus on engaging the provider networks and broader community on improving the human services system in the area. Without a precedent and in this context, the Review team has drawn heavily on the good will and expertise of the RWPP team, the Sydney City Council, the broader community and the providers in the area. It is the Review team's assessment that the methodology adopted did build some stakeholder ownership of the spirit of the recommendations, if not the detail as these have not yet been discussed with all stakeholders.

2.2 Consultation List

Individuals

Name	Organisation
Alice King	Community member
Alicia Walsh	Central Sydney Scarba
Angus Haard	St Saviours
Ann Jawar	NAAMORO Employment Aboriginal Services
Anne Marie Sabellico	DoCS
Anne Sullivan	AD Mental Health Team
Barry Johnson	ATSIS
Beth Jewell	SCC
Bill Crews	Exodus Foundation
Bronwyn Penrith	Mudgin-gal
Cassandra Ashton	St Vincent De Paul Family and Welfare Centre
Charlie Richardson	Inner Sydney Regional Council for Social Development
Christine Donnelly	Aboriginal Dance Theatre
Clare McCue	MLALC
Colin Kay	ATSIC
Daniel Thorpe	City of Sydney
Daniela Duarte	Hillsong Emerge
Darren Bennett	Redfern Police
Dave Horscroft	Community member
David McMaster	RMHT
Debbie Denton	Mental Health
Deirdre Cheers	Barnardos
Denise Psaila	Barnardos
Dennis Smith	Redfern Police Commander
Diana Horvath	CSAHS
Diana O'Brien	Canterbury Division of General Practice
Donatella Cifali	The Shop
Doug Smith	Salvation Army Neighbourhood Centre Waterloo
Evonne Kalafatas	Centrelink Redfern
Fay Carroll	Aboriginal Community Member
Frances Vaselenko	Resident
Gary Breckenridge	Aboriginal Community Member
Gary Moore	NCOSS
Gay Horsburgh	CSAHS
Geoff Turnbull	Resident
Grant Christian	Sydney Regional Aboriginal Corporation
Greg Evans	Centrelink
Helen Campbell	Redfern Legal Centre
Helen MacFarlane	DADHC
Hilton Donovan	Alexandria Park Community School
Jack Baseley	DET
Jane O'Toole	Department of Housing
Janet McNeill	DADHC
Jenyfer Rozensteins	Hillsong Emerge – Dare
Jo Fletcher	Connect Redfern

Name	Organisation
Jodie Boardman	Care Connect
John Becker	Department. of Housing
John McIntyre	Community member
Judy McCormack	DOLT
Julie Druce	SDN Children's Services
Kathleen Clark	Barnardos
Kay Mundine	Redfern Aboriginal Corporation
Ken Cochrane	Naamoro
Kristina Keneally	NSW Member for Heffron
Laurie Grant	Department of Juvenile Justice Sydney
Leigh Coleman	Hillsong Emerge
Leon Donovan	Department Family Community and Services
Lisa Jackson	Department of Juvenile Justice Stanmore
Lorraine Ventura	SCC
Louise Kemp	Department of Juvenile Justice
Lyall Munro jnr	Aboriginal Community Member
Lyn Simpson	Mudgin-Gal
Lyn Stewart	Community Member
Lyn Turnbull	Resident
Marcia Ella Duncan	ATSIC Regional Council
Margaret Hobbs	NAAMORO
Marilyn Munday	Mercy Arms
Mark Spinks	Centrelink
Martin Roberts	Aboriginal Community Member
Matt	WAYS
Melissa Gibson	Human Services CEO
Michael Tizzard	DADHC
Mick Mundine	Aboriginal Housing Company
Mike Allen	Department. of Housing
Millie Ingram	Community Member
Monica Barone	Council of the City of Sydney (CSS)
Patrick Russell	The Factory
Peter Todere	CSAHS
Prue Rheuben	UNSW Community Development Project
Rebecca Malysz	Clover Moore MP
Robert Loader	Community member
Rosemary Cullen	City of Sydney
Ross Smith	Resident
Rozene Kulkarni	Redfern Waterloo Street Team
Russell Workman	Salvation Army
Sally Bailey	Redfern Community Health Centre
Samantha Ngu	East Syd Multicultural Access Project
Shane Barnes	Indigenous Employment DEWR
Sharon Campesi	SCC
Shirley Lomas	Aboriginal Community Member
Stephen Ingram jnr	Aboriginal Community Member
Susan Clifton	Mt Carmel School/Community Council member
Tanya Plibersek	Federal Member for Sydney
Tonette Simpson	Murrawina
Wally Carr	Aboriginal Community Member

Focus Groups

Older Russian women and men – 30
CDEP - 11 Aboriginal men
Mudgin-gal – 6 Aboriginal women
Alexandria Park Community School – 11 Aboriginal youth
Hugo Vine Street Action Group– 11 people
Young people at The Fact Tree Youth Service: 7 Young Aboriginal women (ages 15 – 18ish), 3 young Aboriginal boys (11-13ish)
Young Leaders at South Sydney Youth Services – 7 aged 16-20, 5 males, 2 females, 5 Aboriginal
Women at St Vincent de Paul – 9 non-Indigenous women
Men at Hillsong Emerge – 4 non-Indigenous men

Other Interviews/meetings

The Shop workers x 3
CALD Counselling (Centacare)
Precinct meetings x 3
Department of Education Student Services (Gabby Pritchard)
Redfern Centre services (Food Distribution network, Community Transport, Inner Sydney Home Maintenance and Modification Service, Redfern and Inner City home Support Service)
Aboriginal Interagency Meetings x 3
Aboriginal Employment Strategy, Dubbo
Human Services CEOs Meeting
Exodus Foundation
Neighbourhood Advisory Boards x 2(Redfern, Waterloo)
Families First Workshop
Taskforces x 4 (Families & Children, Community Safety, Case Coordination, Drug & Alcohol)
Michael Friedman workshops x 2
Professor Tony Vinson
Grants Administration Review – Bob Costello & Cathy Peters
A number of meetings with RWPP staff
3 Service Provider Workshops
2 Public Forums

Attachment 3 References and Previous Reports

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