

Migration Plus

Cape York Welfare Reform (CYWR) Evaluation

Consultation Paper

regarding

Desk Top Research and Qualitative Analysis of
Service Delivery Trends Apparent from the
CYWR Initiatives

focus area

Aurukun

Prepared for

**Families Housing Community Services and Indigenous Affairs
(FaHCSIA)**



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1 Structure of this paper

1.1.1 Abstract

The abstract is a brief summary presenting the salient points arising from this consultation paper. It should be read in conjunction with the entire report and not on a standalone basis. Throughout the paper anonymity of specific services and personnel has been protected.

1.1.2 Part A

Part A of this paper provides an overview of the scope of this study and desk top research on the background of the Cape York Welfare Reform (CYWR).

It includes a brief background describing context of the CYWR, our approach taken regarding the development of this paper and an overview of related service delivery research that complements this paper.

1.1.3 Part B

Part B of this paper discusses our findings from the desk top research and qualitative analysis review.

It provides a brief overview of key findings regarding the bigger picture of the CYWR specific to service delivery in four key areas regarding service coordination and collaboration, barriers and facilitators to change, service availability and service standards. It provides a detailed analysis of our findings, then outlines service delivery in the four CYWR communities and the programs/services that were selected for review.

The big picture, section 8 and Aurukun case study, section 9 should be read in conjunction with the Snapshot of key findings, section 10 to grasp a full understanding.

1.1.4 Annexures

Annexures to this paper provide support to elements of the desk top research and qualitative analysis performed.

2 Abstract

The review aim was to undertake a qualitative analysis of service delivery in the Cape York Welfare Reform Trial communities with Aurukun being utilised as the sample community. The focus included the role of services, interaction between services/clients and consideration of the best way to conduct ongoing monitoring and reporting of service delivery in the future. Refer section 4.

The views and recommendations in this report are those of the consultants who worked on this project.

The time, scope and budgetary constraints of this consultation paper have prevented analysis of all programs/services offered/provided and/or consultation with all service delivery stakeholders within Aurukun. Refer section 4.4.

The four CYWR communities are vastly different, historically, structurally and contextually preventing valid generalisations and comparisons to be made between or over them. Refer section 3.1.3.

A number of key issues and opportunities have been outlined throughout this consultation paper. Addressing these issues and opportunities could expedite and enhance the achievement of the CYWR goals.

Overall

Overall positive steps have and continue to be taken towards service re-orientation supporting the goals of the CYWR. It is too early to say that a 'holistic' i.e. aligned, coordinated and collaborated approach to service delivery has been implemented or that service delivery is realigned, coordinated and collaborated at all levels and between all service providers to support the CYWR.

The big picture

The CYWR is in the "embryonic" phase of development. The CYWR goals have been described in broad terms, but further specificity and understanding of the rationale underpinning societal changes would increase the likelihood of success. There is debate and sometimes disagreement between individuals and service providers of what the goals and pathways to CYWR really are. Different individuals and organisations attribute different meanings to the words and statements with some using narrow definition and some a wider scope. Clearly there needs to be forums for resolution of these issues. Some models that address these points are presented in section 8.

General understanding responses

Generally service providers had an awareness and some understanding of the expectation to align service delivery arrangement in the local community to optimise support for the CYWR Trial. However it was evident that in some cases the depth of understanding was lacking about what the CYWR really is and what it means for their service. Refer section 9.2

"The four communities are vastly different"

"Positive steps have been made"

"CYWR is still in the embryonic phase of development"

"There was an awareness of CYWR sometimes with a different understanding of what it meant"

“The majority noted improvement in co-ordination of service delivery”

Service coordination and collaboration

The overwhelming majority of those consulted noted that service co-ordination and collaboration has improved significantly when compared to pre-2008 and/or when they initially began in their position. It was also evident that there is still some way to go before it could be said that an holistic approach to service delivery is being implemented. Nonetheless, it is viewed that positive steps have been taken and continue to be taken towards better service co-ordination and collaboration. Refer section 9.3

Barriers and facilitators to change

Service delivery representatives consulted in this review had varying views on what is classed as a barrier or facilitator in services/programs towards individuals/families taking responsibility. This lack of consensus in itself is a barrier and needs to be addressed. Six key points were noted by many of the stakeholders consulted:

“A constraint is trying to achieve long-term goals in a short-term time frame.”

“Current process does not always support the CYWR.”

“Some gaps in service delivery were noted.”

- The restricted timeframe of the Trial is part of the service delivery problem as service providers are trying to achieve long-term goals within a short-term timeframe (although ‘long-term’ has not been defined). The security of a longer term commitment would be beneficial to improving service delivery.
- Stakeholders reported that the standard Government tendering process for service delivery funding agreements has no incentive for service providers to support the CYWR agenda. Based on discussion with stakeholders it is clear that the most significant proportion of services are provided directly or indirectly through Government contract. It is our opinion that without commitment to the CYWR agenda at this level it is challenging for service providers to justify the additional expenditure required to implement procedures and policies that support the Trial.
- Several interviewees indicated there are gaps in service delivery in key areas of social development including adolescent support, child mental health and psychological assessments and sociological research i.e. study of the local society and the effects of the changes resulting from intervention on the society. Filling these gaps will help ensure CYWR has greater opportunity for success. Refer section 9.4 and 9.5

Service standards

“Most service providers have not changed their policies, KPI’s or criteria”

Most service providers have not changed or developed formal policies and procedures regarding welfare reform service delivery in the community. Indigenous organisations i.e. CYP, CYI and CYAAA were the exception where policies and procedures are implemented to support the CYWR. Several representatives reported that service delivery standards and criteria that align with the CYWR are required to progress the reorientation of service delivery to the next stage. Refer section 9.6

Monitoring and reporting

“You can only manage what you can measure – monitoring is critical to success”

Post-implementation reviews should be implemented for all existing services/programs and within 6-12 month for a new service/program. This will allow services/programs that are working well to continue and those that are not to be redesigned or scrapped; and will facilitate re-targeting funds and resources appropriately on a sound basis. Without this process there is a risk that a program/service does not perform and continues, wasting time and resources. It is vital that appropriate baseline data is used for monitoring and reporting. Without relevant baseline data results could be biased and skewed. A combination of qualitative and quantitative measures should be used for monitoring and reporting going forward, including measurable long-term goals.

“The CYI Draft Program Logic is a sound platform for development of monitoring”

The CYI Draft Program Logic is a sound standing platform on which to establish a monitoring framework, although further specificity is required to enable service delivery to target measurable outcomes as well as outputs. For instance, defining 'short, medium and long-term'. Monitoring should be linked to key CYWR criteria that aligns with the theory of the CYWR. It should then be incumbent on every service provider to adapt as key criteria in conjunction with their service standards/mechanisms. Refer section 9.7.

Other general observations

“A combination of the Alcohol Management Plan and CYWR has led to positive changes in Aurukun”

- A combination of the Alcohol Management Plan and the CYWR agenda has led to the positive changes in Aurukun. But many feel strongly that the reintroduction of alcohol into the community would be critically detrimental to the CYWR agenda. Refer section 9.8.
- The introduction of the Basics Card was viewed by many service providers as a positive step towards helping individuals/families in income management. Refer section 9.8.
- There are many signs of inherent social capital building in the communities which would not otherwise be recognised or captured through formal qualitative benchmarking. Signs include numerous local CYWR initiatives, 3 of the 6 FRC commissioners appointed as Aurukun Shire Councillors and several exceptional and dedicated individuals working in Aurukun. Refer section 9.8.

Recommended additional research and analysis

- Several areas for further research and analysis were noted during interviews and the two forums. These areas, listed in Section 10-1, focus on issues with overall governance of the CYWR, and the efficiency and effectiveness of service delivery.

PART A

3 Introduction

The Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) appointed Migration Plus Network Pty Ltd to develop a paper based on desk top research and qualitative data collection undertaken in May through to July 2012.

3.1 Background and context

This section outlines the background to the Cape York Welfare Reform (CYWR) and the CYWR Trial (the Trial) including key components of the Trial.

3.1.1 Cape York Welfare Reform¹

The CYWR is a policy initiative designed to promote behavioural change and re-establish individual responsibility in Indigenous communities. The CYWR works across four streams (social responsibility, economic opportunity, education and housing) on the assumption that change in one stream will affect change in other streams.

The CYWR is managed through a tripartite arrangement consisting of the Commonwealth Government (FaHCSIA), the Queensland Government (Department of Aboriginal and Torres Strait Islander and Multicultural Affairs) and the Cape York Institute (CYI) for Policy and Leadership.

The CYWR aims to rebuild social norms, restore Indigenous authority, increase engagement in the real economy and move individuals and families from welfare housing to home ownership.

In the CYI's report From Hand Out to Hand Up it is clear that all three of the tripartite parties have a role to play in achieving the main objectives of CYWR agenda, being the reforming of government policy and changing community norms.²

“The CYWR aims to rebuild social norms”

“Reforming of government policy and changing community norms”

3.1.2 Cape York Welfare Reform Trial

The Trial is fundamentally a change program aimed at rebuilding social norms and behaviour change. A key theoretical base for the Trial is the work of Kelman and his theory of influence.³ Kelman⁴ suggests that changes in attitudes and actions produced by social influence may occur at different levels. These differences in the nature or level of change correspond to differences in the motivational process underlying whether the individual accepts influence or ‘conforms’. Motivational processes include compliance, identification and internalisation. Community norm and behaviour change can be viewed on a continuum from compliance through to internalisation. Initial focus is on

“The trial is fundamentally a change program”

¹ (Commonwealth of Australia, 2012(d))

² (The Cape York Institute for Policy and Leadership, 2007)

³ (The Cape York Institute for Policy and Leadership, 2007)

⁴ (Kelman, 1958)

compliance e.g. Family Responsibilities Commission (FRC) and the provision of support for areas of need e.g. Wellbeing Centres (WBC) whereby individuals are encouraged to adopt new behaviours and norms. Over time these individual changes have a reinforcing effect through the community and the behaviours and norms become community reinforcing.⁵

The Trial commenced on 1 January 2008 and will operate until 1 January 2013 in Aurukun, Coen, Hope Vale and Mossman Gorge (the four CYWR communities). Underpinning each of the four streams is the assumption that the Trial will offer the required incentives to change behaviours based on individuals in communities responding to the choices offered.

The theory of change underpinning the design of the Trial is described and illustrated in:

- The Evaluation Framework and Program Theory for the CYWR Trial prepared by Courage Partners. An outcome hierarchy for the reform has been documented illustrating the anticipated change in behaviour and social norms over time.⁶ This is attached at annexure D.
- The Draft Program Logics V1.0 for CYWR Evaluation prepared by CYI. Relevant sections of the draft CYI welfare reform program logic outlining the anticipated change in behaviour and social norms over time and relating to elements of the specific areas of research that this service delivery paper addresses are attached at annexure E.

3.1.2.1 Key elements of the Trial

Family Responsibilities Commission

The Family Responsibilities Commission (FRC) is a statutory body established under the *Family Responsibilities Commission Act 2008* (the Act), which will expire on 1 January 2013. The FRC functions to restore local Indigenous authority and positive social norms, through attaching behavioural obligations to receipt of welfare payments. The FRC Commissioner and Local Indigenous Commissioners hold conferences with local people, who are 'notified' to the FRC for failing to enrol and send children to school, coming to the attention of the Department of Aboriginal and Torres Strait Islander and Multicultural Affairs for a child safety matter, being convicted of an offence in the Magistrates Court or failing to remedy a breach of a tenancy arrangement.^{[1],[2]}

Provision of services, programs and initiatives

The development and implementation of a range of support services, programs and initiatives regarding social responsibility, economic opportunity, education

⁵ (Health Outcomes International, 2012)

⁶ (Courage Partners, 2009)

^[1] (Commonwealth of Australia, 2012(c))

^[2] (Commonwealth of Australia, 2012(b))

and housing has been actioned. The operation of Wellbeing Centres including antiviolence, drug and alcohol services, parenting programs and school Student Case Managers, are crucial to FRC clients and successful outcomes. Other focus areas funded include school, working age populations and social housing tenancy arrangements which all align with the CYWR.

3.1.3 History of the four Cape York Welfare Reform communities

Appendix B of the “From Hand Out to Hand Up” report developed by the CYI outlines some introductory details of each of the four CYWR Trial communities.⁷

3.1.3.1 Aurukun^{8,9}

Aurukun is situated on the western coast of Cape York and is approximately 900 Kilometres northwest of Cairns. It is one of the larger communities in the Cape with approximately 1209 people at 30 June 2011. Aurukun was established as a Presbyterian mission in 1904, designed to protect local Aborigines from exploitation by cattlemen, pearlers and other white men. Aborigines from five Wik tribes of the surrounding area were forcibly resettled at the mission. Reverend Bill MacKenzie arrived in 1925 and held a 40 year long strict regime that saw children taken from parents and housed in dormitories, and young adults trained for servile work.



In 1978, the Queensland Government resolved to take over control of both Aurukun (and Mornington Island) reserves. Both communities were against this control takeover and protested seeking the help of the Commonwealth Government.

After lengthy negotiations, legislation for self-management of the two reserves was introduced into Federal Parliament and the Aboriginal and Torres Strait Islanders (*Queensland Reserves and Communities Self-Management Act*) was passed in April 1978. On the same day, the Queensland Government revoked the two reserves, meaning that the Queensland Act or the new Commonwealth legislation no longer applied to the area.

Further negotiations resulted between State and Federal Ministers and after lengthy discussions, an agreement was reached where local authorities would be created for the former reserves and that the land would be leased to the newly created councils for a period of 50 years.

⁷ (The Cape York Institute for Policy and Leadership, 2007)

⁸ (The State of Queensland (Queensland Treasury and Trade)(a), 2012)

⁹ (Four Corners, 2011)

3.1.3.2 Coen¹⁰

Coen is situated on the Coen River, west of the Great Dividing Range and approximately 576 Kilometres northwest of Cairns. It is in the Cook Shire Local Government Area and has a population of approximately 270 people at 30 June 2011. The town was established in 1876 as a log fort, but the discovery of a gold reef 30 kilometres south of Coen in 1892 saw a population boom until 1916.

There are six primary Indigenous groups located in Coen. These groups make up around 80 percent of the population.

3.1.3.3 Hope Vale¹¹

Hope Vale is situated on the east coast of Queensland, and approximately 45 Kilometres northwest of Cooktown. It is surrounded by the Cook Shire Local Government Area and has a population of approximately 832 people as at 30 June 2011. The community has its own local authority area Hopevale Aboriginal Shire Council.

In 1886, it was established as the Cape Bedford Mission by Johann Flierl, a missionary of the Lutheran Church. In World War II, the Aboriginal population was evacuated to various communities by the military due to concerns that they may join forces with the Japanese.

Hope Vale was re-established as a Lutheran Mission in 1949. Aboriginal people from the Hope Valley and Cape Bedford Missions settled there. A work crew was allowed to return in 1949 and the first families returned in 1950.

Hope Vale now has its own elected community Council. In 1986 it received a Deed of Grant in Trust (DOGIT) granting title to 110 000 hectares of land which the Community Council acts as trustees for the benefit of the residents. The Aboriginal Land Act 1991 (Qld) transferred into Indigenous ownership all previous reserve land under DOGIT titles.

The Warra people of the Hope Vale Community received acknowledgment of their native title rights in December 1997. The determination recognised rights of exclusive possession, occupation use and enjoyment over 110,000 hectares.

Hope Vale is home to several clan groups who mostly speak Guugu Yimidhirr and other related languages, as well as English.

3.1.3.4 Mossman Gorge¹²

Mossman Gorge is a small Aboriginal community 75 kilometres north of Cairns. It is not a discrete Aboriginal community and is part of the Cairns Regional Council area. The community had an estimated resident adult population of 155 people at 30 June 2011.

¹⁰ (Queensland Government, Queensland Health, 2012)

¹¹ (The State of Queensland (Queensland Treasury and Trade)(b), 2012)

¹² (2004 BAMA ISX, 2004)

The Mossman district was opened to selection of land in 1877 and the district was developed as a centre for sugar cane production. In 1915, unconditional leases for the blocks of land that form the current Mossman Gorge community were obtained, and these blocks were gazetted as Aboriginal Reserves in 1916. A Lutheran Church mission was established in Mossman in the 1920s on the Aboriginal Reserve. As a result of various government policies and economic changes, Kuku Yalanji people gradually moved to the Gorge Reserve from their traditional camps at sites on the Mossman River. When the Daintree Mission was closed in the 1960s many people moved to the Mossman Gorge community.

The area is culturally significant to the Kuku Yalanji and the Bubu and Jalun. In 1995, the Kuku Yalanji people registered a Native Title Claim over parts of their traditional land under the *Commonwealth Native Title Act 1993*.

3.2 The CYWR Trial community differences and this consultation paper

The four CYWR communities have vast differences. These differences stem from the various histories attached to each community in addition to their proximity to regional metropolitan areas.

Aurukun is viewed as the most discrete Aboriginal community in the Trial and considered to be somewhat similar to an Island community due to its remoteness and isolation (although this situation is changing). It is situated about 200 kilometres south of Weipa which is classed as a remote town.

In contrast Mossman Gorge community is located 4 kilometres from Mossman and 20 kilometres from Port Douglas, both smaller urban areas located within the Cairns regional metropolitan district.

Coen and Hope Vale exist between these two extremes. These communities have different backgrounds and were formed for different reasons. See section 3.1.3.

The above differences need to be considered when making comparisons or generalisations across all four CYWR communities. This consultation was commissioned to focus on only one of the four communities.

“The four trial communities come from different backgrounds and exist in different environments. Generalisations are inappropriate”

4 Approach

The review aim was to analyse service delivery in the Cape York Reform communities including the role of services, interaction between services/clients and to examine the best way to conduct ongoing monitoring and reporting of service delivery in the future. Aurukun was used as the sole focus area for this consultation paper. The shortcoming of this single community approach is acknowledged. Refer section 3.2.

This consultation paper has been developed from a range of research and consultation processes as described below.

4.1 Review of literature/documentation

In developing this consultation paper a wide range of published literature, non-published literature and other documentation has been reviewed. The majority of this literature and documentation has been referenced throughout this paper. Cited works are referenced at annexure C.

4.2 Consultation with key stakeholders

A range of national, regional and community stakeholders have been consulted from various Government agencies, Non-Government Organisations, local Aurukun community groups and individual community members. The list of stakeholders consulted is contained in annexure H and annexure I.

4.2.1 Key interview selection approach

Stakeholders consulted were selected using a systematic sampling approach where one to two individuals (key interviewees) from the focus services (refer to section 7) were selected for interviews. This approach assisted to display the primary ways that the individuals interacted at various levels of the organisation and produced in-depth responses to service delivery within each organisation.

Key interviewees recommended other individuals who were then interviewed where appropriate to provide further responses to key areas identified throughout the consultation process. This assisted with consultations being focused and specific to the area of analysis.

4.2.2 Interview questionnaire

Questions asked during interviews and consultations were sourced from various reports, documents and conferences including this paper's Terms of Reference (TOR), desk top research into active service delivery, related philosophies of service delivery prepared by O'Brien Rich Research Group and discussions with FaHCSIA representatives.¹³

¹³ (O'Brien Rich Research Group, 2010)

Interviews and consultations were based on discussion in four core service delivery areas as outlined in the interview questionnaire at annexure F. A discussion approach as opposed to a question answer approach was advised and adopted for all consultations.

4.3 Aurukun case study

Consultants visited Aurukun between 3 – 4 July 2012 to gain qualitative research and knowledge about service delivery and the answer to the question “Has service provision changed in a way that supports norm and behaviour change?” Part B of this consultation paper contains information relating to this area of the review. Follow up interviews were held individually and/or in group sessions with service provider representatives based in Cairns.

4.4 Challenges and limitations of this consultation paper

The time, scope and budgetary constraints of this consultation have prevented analysis of all programs/services offered and/or provided within the four CYWR Trial communities including Aurukun.

Due to the key interview approach adopted it was also not possible to liaise with all key stakeholder representatives. The stakeholders consulted are listed at annexure H and annexure I. Of the key stakeholders consulted, 49% were from the social responsibility stream, which could skew results towards this element of the CYWR agenda.

Comments noted during interviews concerned a range of issues raised in response to each question. These comments were categorised within the four streams. The majority of comments, 66%, fell within the social responsibility stream. This indicates aspects of social responsibility are considered the most significant to those interviewed. Comments about education, economic opportunity and housing streams comprised 23%, 6% and 5% respectively. It was stated by those interviewed that housing largely had not been addressed within the community at this stage, from the CYWR perspective other than establishment of a functional rental payment system. While common trends between the four streams were apparent in the findings, it is important to note that results may be more relevant to the social responsibility stream of CYWR.

4.5 Recommendations

Section 10.1 provides recommendations of areas viewed as requiring further research and analysis. These recommendations were formed from our review of the desk top research and qualitative analysis undertaken.

5 Related service delivery research

This section provides an overview of related project information and the relationship between service delivery, service provider and the CYWR.

5.1 Related project information

This consultation paper is complemented by an on-line service provider survey conducted by FaHCSIA. The survey and the results specific to Aurukun should be read in conjunction with this consultation paper. A review of the research data from both reviews indicates that they are complementary and further substantiate the review findings.

“The concurrent survey and quantitative review data corroborate the key findings”

5.2 Reorientation of services¹⁴

As part of the Evaluation Framework and Program Theory outlined in the Courage Partners report, a reorientation of government services is a key objective of the Trial to empower individuals and communities to move from a dependence model and to take on more responsibility for solving their problems and actively using services for support.

This reorientation involves a fundamental and corresponding shift in mindset by both Indigenous community members and service providers from the traditional approaches to service. Each group must develop different expectations of the role of services and how Indigenous people actually use them. It is important that approaches across services are mutually reinforcing and empowering. These new paradigms of service will need to be understood by all service providers and Indigenous people alike so that changes can be consistently explained and applied.

Service effectiveness also relies on administrative simplicity, continuity and seamlessness between services. One-stop-shop and effective referral approaches are examples of approaches that will increase service efficiency and compliance.

A whole of government approach suggests not only that the components should work together but that governments (Australian, State Government and Local Government agencies) should work together in a planned and integrated way. A coherent and integrated approach is needed across all levels of government and non-government bodies to provide a more cohesive, evidence based, organised and effective approach that will stimulate and integrate cross-portfolio initiatives.

“A reorientation of services is a key objective of the trial”

“A fundamental shift in mindset by both community members and service providers”

“A whole of government approach suggests that this should be ‘inter’ or between the three tiers of government and ‘intra’ within government departments and agencies at each level”

5.3 Stakeholder map

CYWR stakeholder map¹⁵ provides an overview of the organisations that have a direct interest in the CYWR.

¹⁴ (Courage Partners, 2009)

¹⁵ (The Cape York Institute for Policy and Leadership, 2012)

Service delivery within these organisations should be aligned with the reorientation of government services and a whole of government approach. The strategic evaluation question analysed in this paper: “Has service provision changed in a way that supports norm and behaviour change?” and its four core areas (service cooperation and collaboration, barriers and facilitators to change, service delivery and service standards) are directly related to the stakeholders displayed.

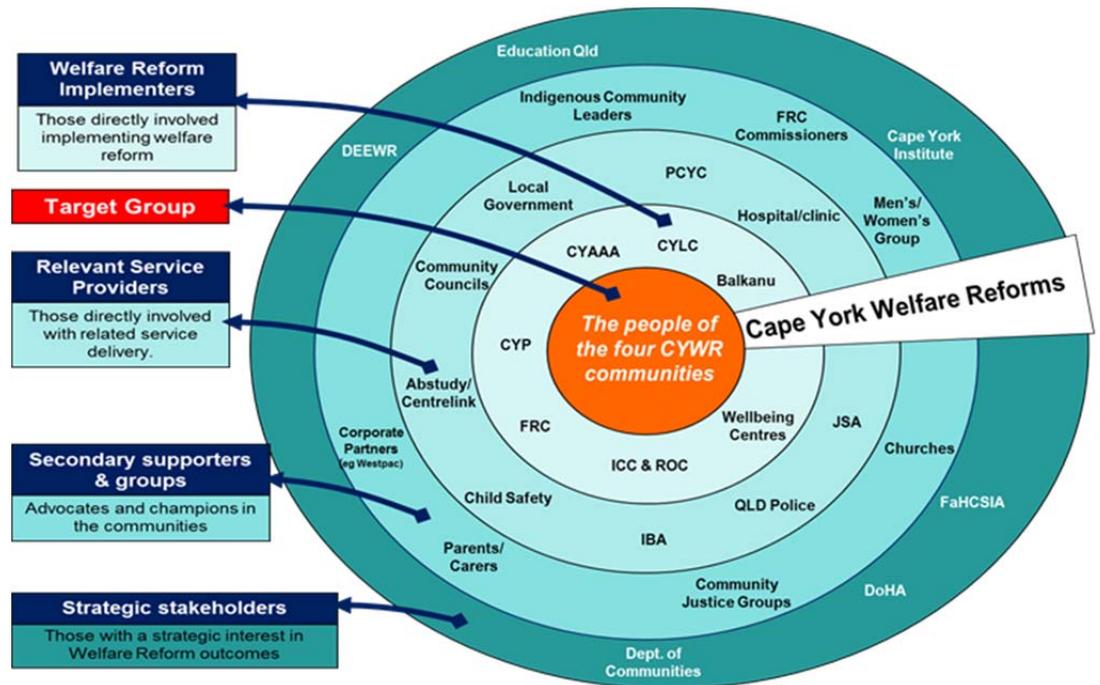


Figure 1: This diagram was extracted from a report by Cape York Institute it shows concentric circles with the people of the four Cape York Welfare Communities, the Target Group, in the innermost circle and the four circular bands around this for the Welfare Reform Implementers, the Relevant Service Providers, The Secondary Supporters and Groups and then the Strategic Stakeholders being CYI and the Government Departments.

PART B

6 Service delivery in the four communities

“Services have been delivered in a way that undermines Indigenous initiative encouraging passivity”

“Goal is the creation of support services that build Indigenous social capital”

This section describes the background to service delivery under the CYWR, the objectives of this service delivery, and the relationship between service delivery, service provider and the CYWR.

The theory of change that underpins CYWR includes the idea that services have been delivered into Indigenous communities in such a way as to undermine Indigenous initiative and encourage passivity on Indigenous people.

The goal of reform of services in the four Cape York communities is the re-aligning and unwinding of service that promote passivity and the creation of support services that build Indigenous social capital.

6.1 Active service delivery

Desk top research including the report prepared by O’Brien Rich Research Group provides clarification of the concepts of ‘active service delivery’ and examines various related philosophies of service delivery globally.

The Trial supports a proposed new model of service delivery that will encourage and support individual responsibility and reduce passive welfare. Therefore, the role of the service deliverer is not to take a more active part through the provision of more services, or doing more for the individual, but rather, that the individual who is receiving the service delivery/intervention be supported by the service deliverer to take more responsibility and become completely involved in the intervention i.e. the service deliverer is required to deliver the usual services but in a manner that supports the Trial which could be considered different to their ‘pre-trial’ way of working.¹⁶

The Evaluation Framework prepared by Courage Partners identifies one of the signs of success of the CYWR Trial is that Government reorient service delivery to active service delivery – encouraging a change to service approaches that support increased agency and responsibility by individuals and families.¹⁷

“Whether policy (CYWR) documentation is clear and provided to service providers.”

Other key factors of success noted include whether or not policy documentation is clear and conveyed to service providers^{18,19} and the importance of relevant performance indicators.²⁰

The Draft Program Logic prepared by CYI provides a high level overarching Program Logic for the Trial. It also outlines separate Program Logics for each of the intervention programs/services delivered as part of the CYWR.

Research did not reveal that explicit Framework or Logic for the CYWR has been developed for mainstream program/service providers and their programs/services offered and/or provided at this stage of the program.

¹⁶ (O’Brien Rich Research Group, 2010)

¹⁷ (Courage Partners, 2009)

¹⁸ (Commonwealth of Australia, 2012(e))

¹⁹ (The Cape York Institute for Policy and Leadership, 2007)

²⁰ (Courage Partners, 2009)

Qualitative data analysis outlined in Part B of this consultation paper has been performed to assist with the evaluation of progress towards the new service delivery paradigm.

6.2 Philosophy of Service Delivery in the Trial communities

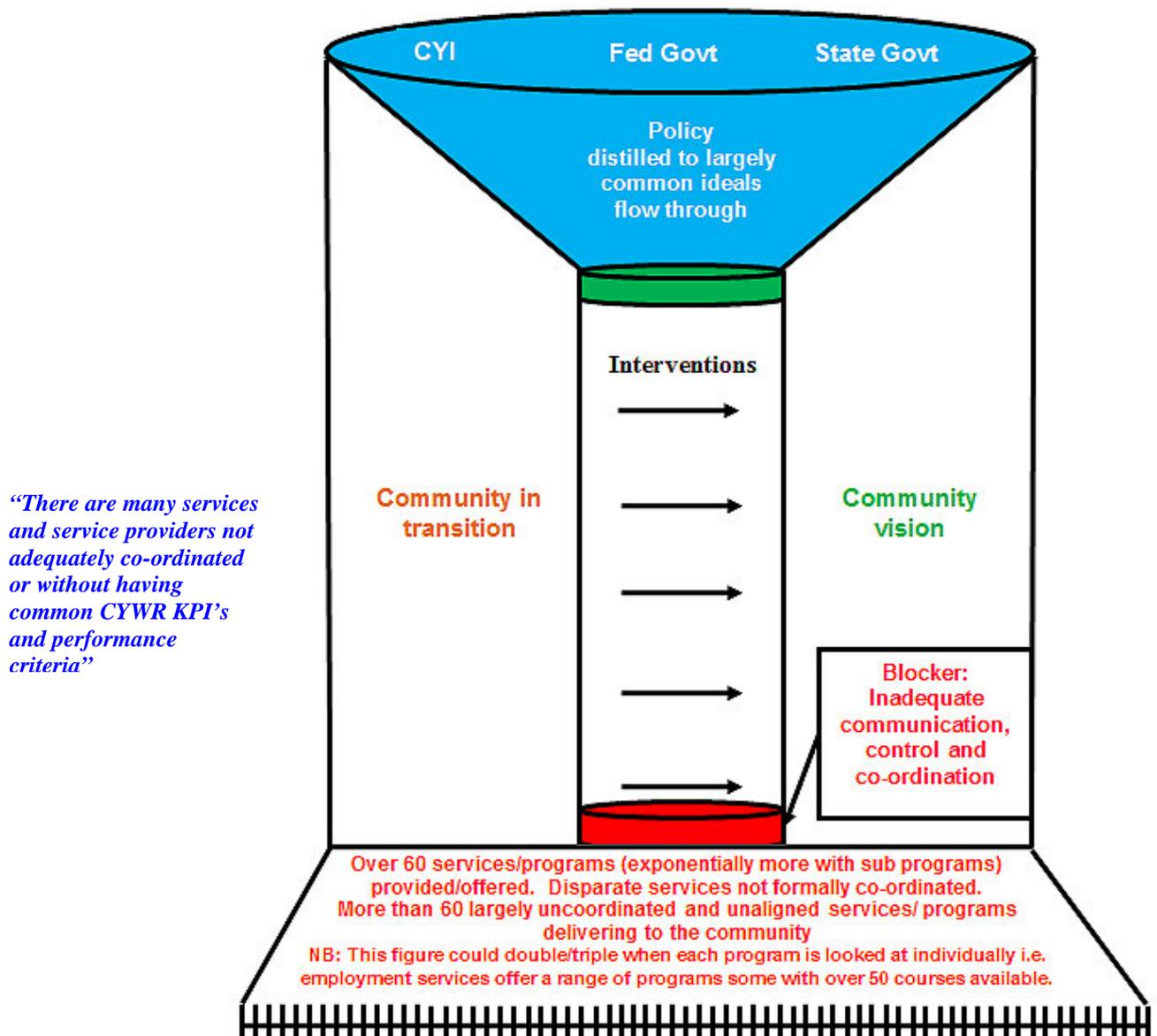


Figure 2: This is a diagram prepared by the consultants to show the relationship between the core reform bodies of CYI, Federal and State Government. It shows a funnel at the top distilling the policy flowing into a column of unlisted interventions. To the left of the column it shows the community in transition and to the right the community vision by passing through the intervention column. It all sits on a base of the 60 plus service providers which has a red coloured bar at the base of the column being a “blocker of inadequate communication, control and co-ordination).

7 Programs and services selected for review

Information for this section has been primarily sourced from the Baseline Mapping Report(s)²¹.

7.1 How the programs and services analysed were selected

At least 15 major projects are being implemented as part of the CYWR under four streams: education, housing, economic opportunity and social responsibility.

All four streams have a direct connection with service delivery to a broad range of welfare recipients within the four Cape York communities.

7.1.1 Economic opportunity stream

There are four primary project areas in the economic opportunity stream:

- Supporting business development
- Enhancing existing employment services
- Mainstream jobs with normalised employment conditions
- Community Development Employment Projects (CDEP) reform

Employment services are the responsibility of the Commonwealth Government who, through a number of Departments, fund a range of employment services available to all Australian's wherever they live.

Each of the four Cape York communities is provided with employment services by an employment service organisation that belongs to Job Services Australia (JSA), a national network of providers funded by the Commonwealth Government. Providers assist unemployed people find work and/or participate in training or other activities that help them to overcome barriers to work.

In April 2012 the Australian government announced that the Remote Jobs and Communities Program (RJCP) would be introduced to ensure more Indigenous and other remote job seekers participate in meaningful community activities and get the skills they need to find and keep a job. This program will commence on 1 July 2013 and will become the 'one stop shop' for people in remote Australia currently being assisted by JSA, Disability Employment Services (DES), Indigenous Employment Program (IEP) and the Community Development Employment Projects (CDEP) program. The RJCP will streamline these programs and services under the one umbrella.

“In July 2013 a ‘one-stop job shop’ will commence co-ordinating at least four current services”

7.1.2 Social responsibility stream

There are four primary project areas in the social responsibility stream:

²¹ (Commonwealth of Australia, 2010(a)) (Commonwealth of Australia, 2010(b)) (Commonwealth of Australia, 2010(c)) (Commonwealth of Australia, 2010(d))

- MPower (money management program) replaced Family income management (FIM);
- Conditional income management (CIM);
- The Family Responsibilities Commission (FRC); and
- Support services for individuals, families and groups.

MPower supports individuals and families to manage money for basic material needs, build capabilities through financial literacy and build assets through saving and disciplined money management.

CIM aims to address passive dependence on welfare. The FRC is responsible for ordering income support recipients to be income managed by Centrelink. The Commissioner can recommend that Centrelink quarantine either 60 or 75 percent of a customer's income support payment, so that it can only be spent on basic needs, such as food and clothing. Community members must be within the FRC's jurisdiction (and have been notified to the FRC by a trigger agency) before the FRC can recommend a CIM action.

One of the CYWR central projects is the FRC, a unique regulatory authority that is time-limited and involves Indigenous people in local decision-making processes. The FRC aims to support the restoration of socially responsible standards of behaviour and local authority, and assist individuals resume primary responsibility for their own and communal wellbeing.²²

Wellbeing centres provide a holistic, systematic and community-based approach to treating drug and alcohol addiction and related health issues.

Other programs and initiatives that are being scoped or delivered within the four Cape York communities will contribute to the outcomes of the CYWR and may or may not be considered part of the CYWR.

7.1.3 Education stream

There are four project areas in the education stream:

- Cape York Aboriginal Australian Academy's (CYAAA) Direct Instruction approach in Cape York schools replaced the (Making up Lost Time in Literacy (MULTILT) program. MULTILT still operates in Mossman Gorge but is transitioning to CYAAA's Direct Instruction approach);
- Student Education Trusts (SET);
- Student Case Management; and
- ABSTUDY by-pass.

²² (KPMG, 2010)

CYAAA offers an intensive education program. SET is a service that enables parents to support their children(s) education and development from birth to graduation through the establishment of trust funds. Student Case Management provides Student Case Managers. These individuals are based in schools and work to set and meet the expectation of 100 per cent school attendance.

7.1.4 Housing stream

There are three project areas in the housing stream:

- Mainstream tenancy arrangements;
- Home ownership; and
- Pride of Place.

The Queensland Government passed legislation to enable the provision of 99-year leases to be granted on communal lands. Individuals are responsible for sourcing finance through mainstream lenders, loan assistance provided by the Queensland Government or loan packages provided by Indigenous Business Australia.

Pride of Place is an initiative designed to improve the presentation of houses and public places. It is envisioned that this will improve self-esteem through individuals having more ownership and pride in the place they live.

“Regarding home ownership there are still a number of issues to be resolved”

Note: This stream has not been reviewed in this consultation paper. Our findings noted there has been great success in the reduction of rental arrears in the Aurukun community. Regarding housing ownership there are still a number of issues that need to be resolved regarding land tenure, ownership and modifying house building standards to suit local conditions and community preferences.

7.2 Focus of specific research

A selection of programs/services was required to enable an in-depth investigation of whether or not positive steps have been taken towards a holistic approach to service delivery being implemented within the four Cape York communities.

It is important to investigate a range of programs/services that are linked to the four CYWR communities either through intervention or mainstream program/service provision.

- **Intervention** - programs/services developed, implemented and delivered as a result of the CYWR i.e. FRC, MPower and WBC.
- **Mainstream** - programs/services delivered throughout Australia including in the four CYWR Trial communities i.e. HACC, Job Find and Police.

This provided for comparison between those services/programs implemented as part of the Trial and those that are provided outside of the Trial. It enabled

investigation into how services/programs work with different cohorts within the community and whether or not positive steps have been taken in the direction of change towards normal behavioural responsibilities and expectations within individuals/families.

The focus of this paper and our specific research is on the programs/services listed below.

7.3 Programs/services selected

7.3.1 Social responsibility stream

The below programs/services are viewed as related to the social responsibility stream and have been analysed as part of this consultation paper.

7.3.1.1 Family Responsibilities Commission (FRC) – core Trial service

The FRC is an integral part of the Trial.

Program/service outline²³

The FRC was established under Queensland legislation to encourage and enforce positive social norms in the areas of school attendance, care and protection of children, criminal offences and tenancy behaviours. People come to the attention of the FRC if:

- They are the subject of a child protection notice;
- They have not enrolled their child in school;
- Their child has more than three unexplained absences from school per term;
- They are convicted of an offence in the Magistrates Court; or
- They breach their tenancy agreement

The FRC may choose to hold conferences with the subjects of notices. Family Responsibility Agreements, orders to attend services, and recommendations for compulsory income management are made during conferences.

Program/service delivery agents

The FRC consists of a legally qualified Commissioner and six local Commissioners for each of the four CYWR communities.

The FRC is supported by staff in the central registry office in Cairns and local coordinators in each of the four CYWR communities.

²³ (Commonwealth of Australia, 2010(a)) (Commonwealth of Australia, 2010(b)) (Commonwealth of Australia, 2010(c)) (Commonwealth of Australia, 2010(d))

7.3.1.2 Money Management (MPower) program – core Trial program

Many of the programs/services funded under the CYWR have a requirement that participants link with the MPower program.

*Program/service outline*²⁴

MPower is a money management program that seeks to support individuals within the four CYWR communities to meet their essential needs and grow wealth. It provides a framework allowing plans to be made and gradually implemented. Its genesis came from the Family Income Management program that commenced prior to the Trial.

Coaches hold discussions with clients and information is compiled into a plan that includes a family budget, goal setting and actions. Clients are trained to use money management tools to assist with implementing actions and reaching goals.

MPower was developed to support the move from passive income management to individual financial, social and economic empowerment. It teaches money management through building capabilities, facilitating access and supporting clients to envision a better future where responsibility is viewed positively and linked with self-pride.

Program/service delivery agents

MPower is funded by FaHCSIA and delivered by Cape York Partnerships (CYP).

Through partnership with Jawun Indigenous Corporate Partnerships and CYP, Westpac employees provide professional financial management support on an annual basis in building MPower and its customised products and services.

MPower is available to all families in the four CYWR communities. It operates out of the local Opportunity Hubs. Opportunity Hubs are purpose built centres staffed by professionals.

7.3.1.3 Wellbeing Centres (WBC) services/programs – support Trial services/programs

The Wellbeing Centre (WBC) is a support Trial service that provides a number of services/programs to support the Trial.

Program/service outline

WBC have been established in each of the four Cape York communities to provide a comprehensive range of drug and alcohol, mental health, family violence and general counselling services. These centres are viewed as vital support components to achieving the outcomes of the CYWR.

²⁴ (Cape York Partnerships, (a))

Program/service delivery agents

WBC have been established in each of the four CYWR communities and are operated and staffed with professionals and support personnel.

7.3.1.4 Home and Community Care (HACC) Program – mainstream service

The HACC program is a pre-Trial mainstream service that continues to operate within the four CYWR communities and aligns with the Trial. This program exists throughout Australia.

*Program/service outline*²⁵

The HACC program is a core component of the Australian Government's aged care policy, providing community care services to frail aged and younger people with disabilities, and their carers.

The HACC program is a joint Australian Government, State and Territory initiative under the auspices of the *Home and Community Care Act 1985*.

The program provides funding for services that support people who are frail aged, younger people with a disability and their carers, who live at home and whose capacity for independent living is at risk or who are at risk of premature or inappropriate admission to long-term residential care.

The HACC program is part of a broader framework of community and health services funded through the Australian Government or States and Territories, or jointly. The services within this framework are both residential and community based.

Program/service delivery agents

HACC services may be provided by a HACC agency, community health centre, or local council.

Offices and/or agents are located in various organisations throughout the four CYWR communities. Services provided in Aurukun include respite services and community health centres. A full time HACC program service provider is located in Aurukun.

7.3.1.5 Queensland Health – Health Centre – mainstream service

Queensland Health offer varying levels of services/programs to the four CYWR communities. It is a pre-Trial mainstream service that aligns with the Trial.

²⁵ (The State of Queensland (Queensland Health), 2012)

*Program/service outline*²⁶

Aurukun has a health centre. Facilities include Emergency On Call After Hours, Accident and Emergency, Child and Adolescent Health, Women's Health, Mental Health, Sexual Health, Chronic Disease, Environmental Health and Disease control, Diabetes and Nutritional Health, Alcohol and Substance Use, Aged Care. A number of visiting services are also delivered.

Program/service delivery agents

There are various staffing levels in the community at any one time.

7.3.1.6 Police – mainstream service

The Police provide a pre-Trial mainstream service that continues to operate within Aurukun and aligns with the Trial.

*Programs/service outline*²⁷

The Police aim to make Queensland a safe and secure place to live, visit and do business through the delivery of policing services 24 hours a day.

Police agents

Aurukun has an establishment of 10 individuals although the current strength is 4. Police operate 24 hours a day, 7 days a week.

7.3.1.7 Corrective Services – Probation and Parole – mainstream service

Corrective Services provide a pre-Trial mainstream service that continues to operate within Aurukun and aligns with the Trial.

*Programs/service outline*²⁸

Probation and Parole focuses on delivering tough supervision and surveillance of offenders, stronger links with the courts and the judiciary and a suite of major rehabilitation programs needed to help some offenders get their lives back on track. Parole is the only form of early release for offenders ensuring they are able to address offending behaviour by starting rehabilitation programs according to assessed risk and completing the programs under parole conditions.

The Probation and Parole model comprises four areas:

- Induction and Assessment;
- Offender Management;

²⁶ (The State of Queensland (Queensland Health), 2012)

²⁷ (State of Queensland (Queensland Police Service) , 2012)

²⁸ (The State of Queensland (Department of Community Safety), 2012)

- Offender Intervention; and
- Compliance and Surveillance.

Program/service delivery agents

Aurukun has two full-time community based probation and parole officers.

7.3.1.8 Council – mainstream service²⁹

Aurukun Shire Council is a pre-Trial mainstream service that continues to operate within Aurukun and aligns with the Trial.

Programs/service outline

Aurukun Shire Council is a Local Government Authority administered under the provisions of the *Local Government Act 1993* and *Local Government (Aboriginal Lands) Act 1978*.

In addition to the ‘normal’ services traditionally provided by Local Government, this Council is involved in a wide range of social and community service areas which present special challenges to both the elected Council and staff. These include:

- The development of decision making processes which are more appropriate to an Aboriginal community;
- Operation of airline, postal agencies and Centrelink – through contractor agreements;
- The maintenance of assets in a harsh environment;
- The provision and maintenance of rental housing;
- Development and maintenance of Outstation/Homeland Centres supporting the return of the Wik peoples to their homelands;
- Training of local Aboriginal people for future roles in managing and administering the Shire;
- Social and community issues, including education, health, police and welfare service;
- Establishment (by Local Law) of a Land and Sea Management Office; and
- Establishment of an Artists and Craft Workers Collective to focus on establishment of a viable art and craft industry in Aurukun.

Whilst the above roles continue to be broadly appropriate, there is an urgent need for an updated long-term plan to contribute more to the achievement of the

²⁹ (Aurukun Council, 2012)

Welfare Reform goals, together with requisite resourcing, funding and authorities.

Program/service delivery agents

Council has a staff of approximately 80 people.

7.3.2 Economic opportunity stream

It should be noted that attempts were made to interview and consult with other employment service agency representatives. Certain agency representatives failed to turn up to scheduled and confirmed meetings on a number of occasions. A number of representatives were not permitted to discuss the agency business (or indeed any other matters) with the Consultants without consent of their “head office/official”. This is indicative of lack of transparency, lack of staff empowerment and a source of suspicion between service delivery agents. Inevitably this is counterproductive to the goals of CYWR, and may have detracted from the findings of this review.

7.3.2.1 Career Enterprises Australia (CEA) – community specific service

Career Enterprises Australia is a community specific service that operates in Aurukun and aligns with the Trial.

Program/service outline

Community Enterprises Australia (CEA) is a not for profit company managing Community Development and Employment Programs (CDEP).

CEA provides CDEP services to 16 communities around Australia.

Program/service delivery agents

A CEA officer is community based in Aurukun.

7.3.3 Education stream

7.3.3.1 Department of Education, Training and Employment (DET) – mainstream service

The Department of Education, Training and Employment (DET) is a mainstream service that operates in Aurukun and aligns with the Trial.

*Program/service outline*³⁰

In January 2010 in a partnership with Education Queensland and CYAAA a new education approach was adopted in Aurukun. The Direct Instruction approach is an evidence-based explicit instruction method proven to be highly effective in the teaching of literacy and numeracy to children both in Australia and internationally. The Direct Instruction approach is adopted and implemented by the Aurukun School.

7.3.3.2 Cape York Aboriginal Australian Academy (CYAAA) – core Trial service

The Cape York Aboriginal Australian Academy (CYAAA) is a core Trial service.

*Program/service outline*³¹

The CYAAA is a not-for-profit organisation which delivers a 'best of both worlds' education to Aurukun and other CYWR communities. It aims to close the academic achievement gap between indigenous and mainstream students and to support Cape York children's bicultural identity. The CYAAA works in conjunction with the Aurukun School.

7.3.4 Housing stream

This stream was not examined directly. Points relating to this stream are noted elsewhere in this report. Refer section 7.1.4.

³⁰ (Cape York Partnerships (CYAAA), 2012)

³¹ (Cape York Partnerships (CYAAA), 2012)

8 The big picture

The Cape York Welfare Reform Trial (CYWR) impacts the four communities of:

- Aurukun
- Coen
- Hope Vale
- Mossman Gorge

and is based on the well documented philosophies promulgated by the Cape York Institute (CYI) and espoused in the landmark May 2007 document “From Hand Out to Hand Up”.

The CYI identifies the:

- Collapse of social norms.
- Endemic specific dysfunctional societal behaviour patterns.
- Acknowledgement of the past as a plan for the future through five key reform concepts:
 - Welfare reform is a transition from dependency to economic development;
 - Economic viability in remote communities is predicated on mobility, and viability is fundamentally a question of choice for remote communities;
 - The metaphor of the staircase: The foundations of progress are strong social norms. The supports underpinning the staircase are capabilities, which include for example health, education and political and economic freedoms. The third component of the metaphor is rationally aligned stairs, representing individual choice;
 - Capabilities are the sum of opportunity plus responsibility; and
 - The metaphor of the welfare pedestal was developed by Cape York people to express the idea that incentives are skewed. The current set of incentives put many people on a pedestal above the staircase of opportunity; they first need to take a step down before the process of climbing the staircase can begin.

“Two models of societal behaviour change timelines are fundamental to this review”

The paper proposes holistic development through the staircase modelling to eliminate the “Welfare Pedestal”. This resulted in a short-term “trial” being implemented which has been temporarily extended pending review. The concepts are inarguably innovative and inspirational.

Fundamental to the CYWR are three concepts:

Interventions: temporary but possibly mid/long-term adaptations to service delivery to address past long-term endemic social disadvantage.

Programs: the standard delivery of community services provided to the wider community that may be modified for an interim period by the interventions.

Normalisation: or return to standard community services as the affected communities are socially restructured through the interventions (temporary) and program adjustments.

Our work has revealed that there have been numerous studies and reviews undertaken in the very short-term (3 + 1 years) that the trial has been running..

In our view, the quantitative assessments should be complemented by qualitative assessment to mitigate any or all of the following factors::

1. The placebo or Hawthorne effect – some change will occur simply because of the “attention” given to the communities.
2. The short-term nature of the trial – see further below for an explanation of this.
3. The fact that there were no baseline quantitative measurements or criteria in place.
4. The fact that the CYWR program was implemented, however there was no precedent for such an innovative program therefore it has had to, and will continue to, evolve as programs are implemented and then modified in pursuit of optimal outcomes.
5. All parties involved in and/or peripheral to the CYWR were not necessarily parties to, committed to, or fully aware of what CYWR involved and precisely what impacts and output they were expected to have.
6. Cape York regional Indigenous organisations, namely CYP, CYI and Balkanu were required to be established, expanded or strengthened to provide leadership and deliver components of the CYWR without initially having the infrastructure or skill pool required. In particular in relation to monitoring and evaluation, CYI has only recently appointed an Evaluation Manager and begun to build in-house capacity in monitoring and evaluation.

Qualitative assessments have not been widely used due to their subjective nature and lack of apparent empirical rigour. Notwithstanding this in dealing with short-term societal issues we propose that qualitative assessment is a valid methodology and will be used throughout this study.

We further propose two models of societal behaviour change timelines that are fundamental to the review of the outcomes to this study.

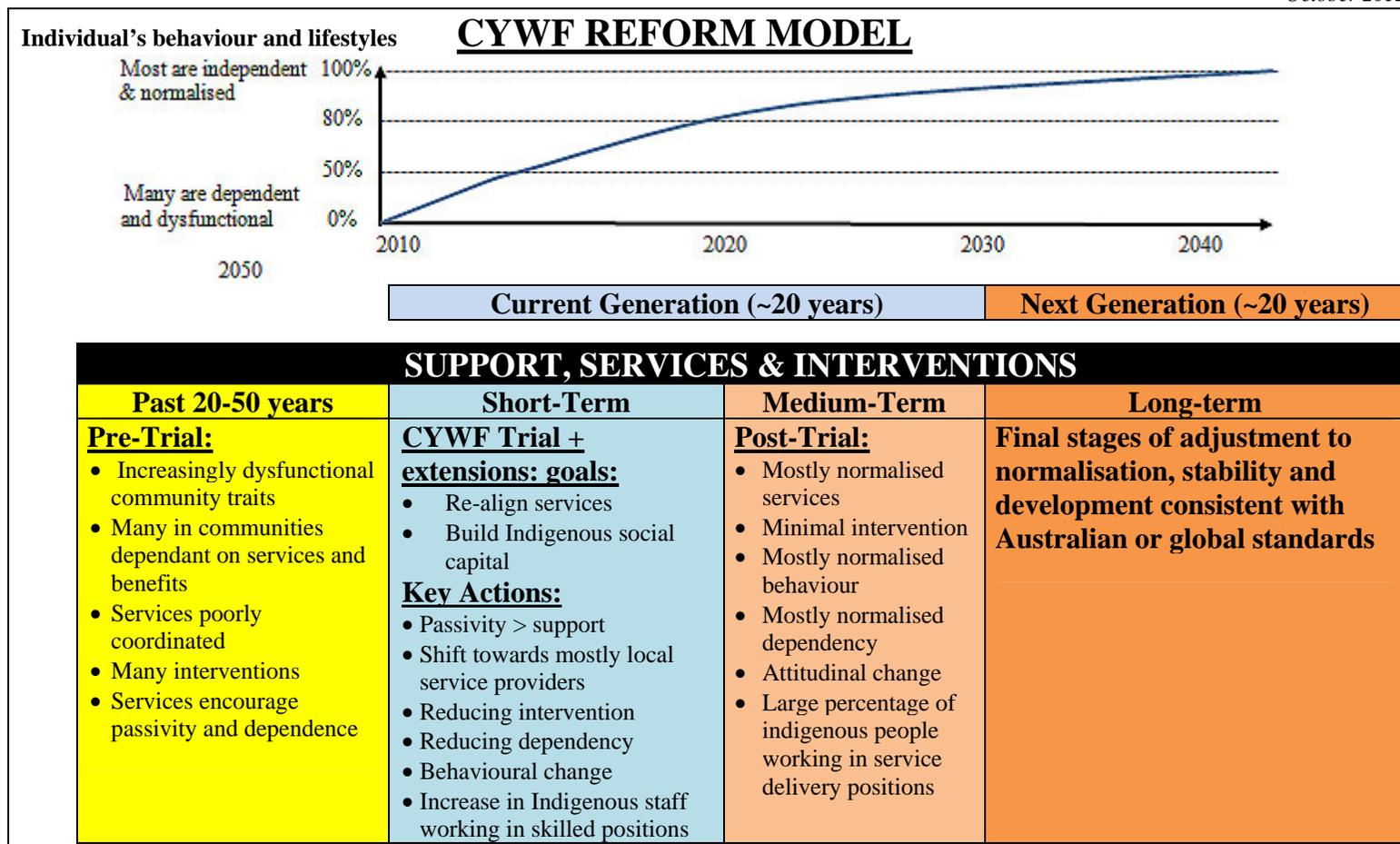


Figure 3: This figure shows a line graph with a base line showing a scale from 2010 to 2040 and a Y axis from 0% to 100%. At the base of the Y axis it shows “many are dependent and dysfunctional” and at the 100% “most are independent & normalised”. Under the time or X axis it shows two bands 2010 to 2030 current generation and beyond that next generation. The graph lines curves upward from the X Y junction toward the right at 100% at the extremity. There are 4 text boxes under the graph describing each time phase. The graph indicated that in the view of the consultants Welfare Reform is a long term project.

“Decline occurs more quickly than recovery”

“Social capital is accumulated slowly”

Whilst the trial period was for a three year term and has been granted a short-term extension, it is proposed that in the given situation the cycle of societal change is a “long-term” intervention model and that it could be expected, if related to a business model, that the recovery/rebuilding compared to the period of decline could be a factor of 3 to 1. This is to say demise of behaviour and norms happens more rapidly than recovery and rebuilding which may be expected to take a factor three times longer to return to a fully stable and strong position. Social capital is accumulated slowly.

Just as the Kelman model demonstrated on the micro scale, the macro societal scale could be represented by a model of past/present to future of:

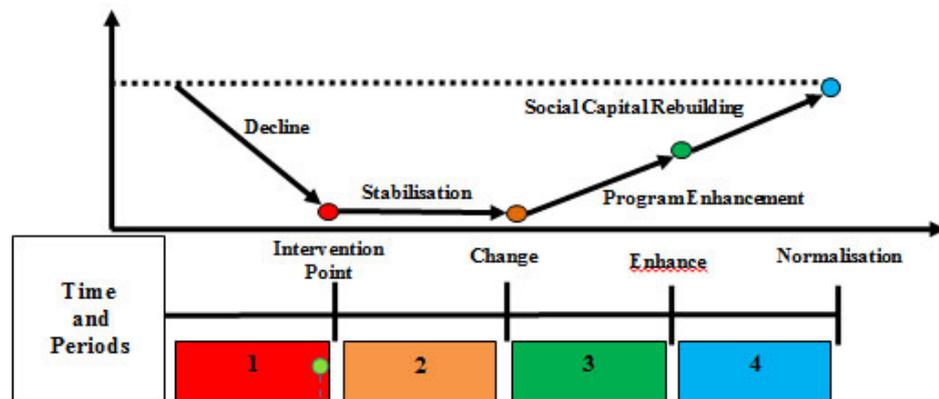


Figure 4: This diagram was provided by the consultants. It shows an X Y axis graph with time along the X axis and state of community on the Y axis. Across and below the X axis are four coloured bands showing time period of decline, stabilisation through intervention, program enhancement and social capital rebuilding. The line graph starts down to the right in decline stage, is flat for the stabilisation stage and trends up and to the right during the program enhancement and social capital building stages, with the assumption that a dotted horizontal line across the top of the graph is a point of acceptability that decline started from and the interventions progressively lead back to but with a period of decline of about 25% and then three times that to recover.

“Different communities will be at different points on the timeline”

On the timeline different communities may be in different stages. For example, the community selected for indepth study, Aurukun (due to historic, geographic, structural and current factors) may still be just touching into the stabilisation phase, whilst Coen for example could be well advanced down this line and could even be entering the Change phase. It is fundamental that the possible different current phase for each community is recognised.

On an inter-generational/lifetime model this could be a transition through:

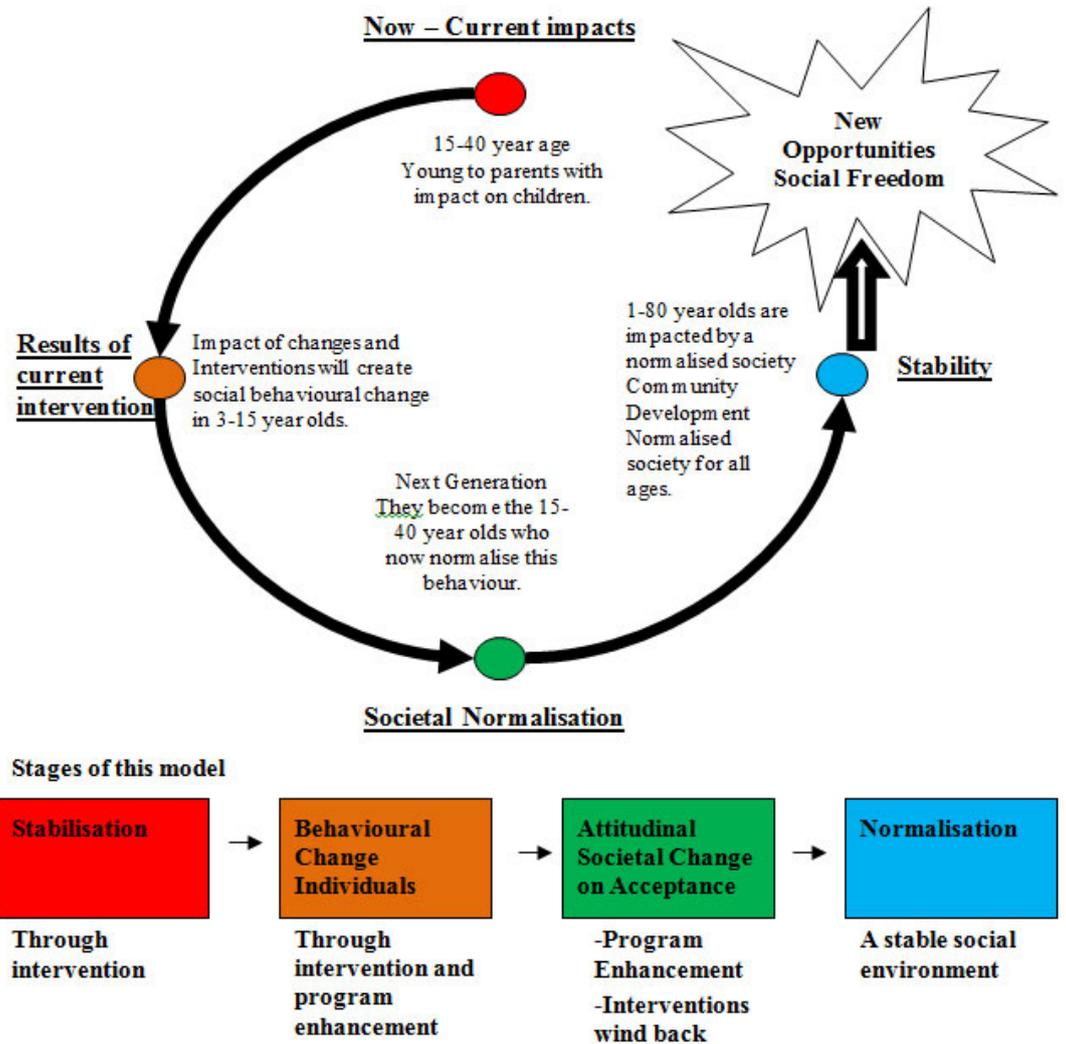


Figure 5: This diagram was provided by the consultants. It shows three quarters of a circle in the top section with (on a clock face CF) 12 being the point of 15 -40 age group young to parents; CF9 and direction of flow that former group impacts change in the 3 – 15 year old who then at CF6 become the next generation 15 – 40 year old and then become at CF3 the full community normalised and stability with a star showing “New opportunities Social Freedom”

Underneath the semi circle there are four time blocks from left to right showing:

- Stabilisation through intervention at the left and across the page
- Behavioural change in individuals through intervention and program enhancement
- Attitudinal Societal Change on Acceptance through program enhancement and intervention wind back
- Normalisation – a stable social environment

“A four year period is still the embryonic development stage of a social reform program”

It is easy to deduce from this that in our view a 4 year period is still “embryonic”, barely even the gestational phase, of social change that has been 20-50 years or more in the making and will take at least that long or even up to a

factor of three times that to build the social capital for unconditional normalisation.

If this is accepted then:

1. Quantitative results are a valuable tool however if taken alone, or viewed in isolation, could be misleading due to the placebo effect, an invalidly short measurement period with aberrations arising from lack of baseline data, invalid criteria, inappropriate measurement techniques, shifting parameters as programs come and go and are modified.
2. Qualitative assessment will be subjective and less empirical but may be more reflective of actual outcomes towards the objectives.
3. A combination of quantitative and qualitative information should provide the most reliable outcome.
4. The trial period to date is too short a timeframe for any intrinsic societal change to be imbedded, some behaviour change may be measurable, however that may not reflect the aims and goals of the CYWR for intrinsic societal behaviour change brought about by social and community norms that remain without ongoing interventions over the longer period of time. This may occur in decades rather than years.

“This may occur in decades rather than years”

Our study will review qualitative information to identify whether there are trends within these overall parameters that support or reject the statement that:

“An evaluation of the interventions, programs and services in the four communities of the CYWR has trends that indicate positive steps are being taken to service re-orientation that support the goals of the CYWR.”

It also needs to be clearly recognised that the four communities have a common element in that they are part of the CYWR however they are radically different in nature:

Aurukun – 5 Wik tribes forced together with a mission background. It is its own local authority area, Aurukun Shire Council.

Coen – 6 primary indigenous groups in recent history. Cattle station hands settled into a small rural township part of Cook Shire.

Hope Vale – Lutheran mission recent background. DOGIT area and its own local authority Hopevale Aboriginal Shire Council.

Mossman Gorge – Small community part of Cairns Regional Council and mainstream society.

Therefore patterns and trends identified in any one of the areas should not be extrapolated to apply across all four as they have different social environments, are from different backgrounds and are impacted by different local factors and social “norms”.

“Trends identified in one of the areas should not be extrapolated across the others”

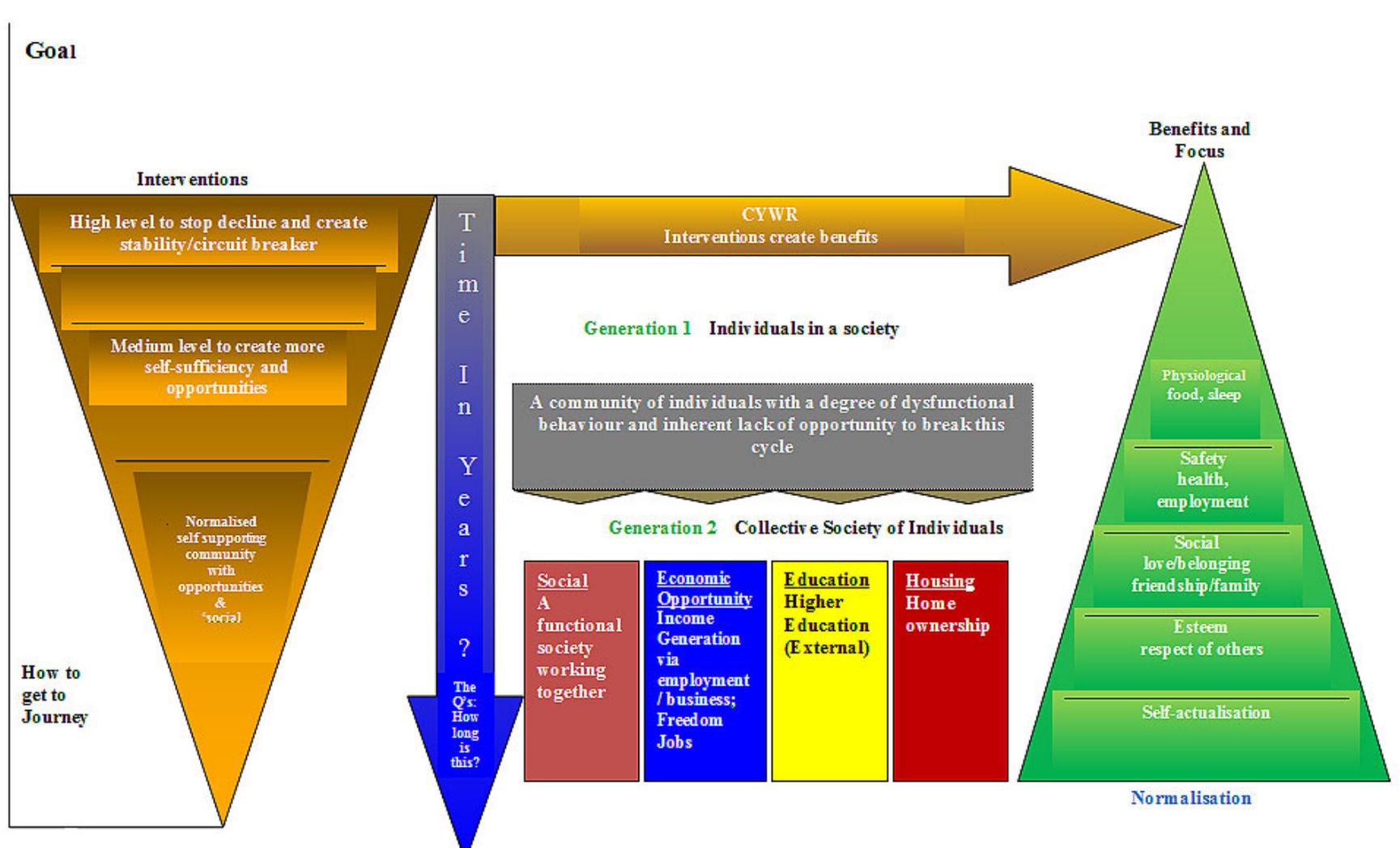


Figure 6: This diagram was provided by the Consultants. It is on landscape across an A4 page. It shows the Goal of Welfare Program and it followed by going down the page as if going through an unspecified time period. An inverted brown triangle on the left is headed “interventions” and shows by a line down the extreme left it represents a “How to get to journey”. The inverted triangle represents a broad range of interventions at a high level at the top or broad area of the triangle that diminish to create self sufficiency and opportunities in the middle and diminish as a “Normalised self supporting community with opportunities and social freedom” develops. To the right of this is a thick blue line with an arrow head representing time going forward but not defined. Across the top is a thick line with arrow head from the intervention to a triangle on the right about the same size as that on the left for the interventions. This triangle has the apex at the top and is an inverted representation of the “Maslow Needs” hierarchy from physiological needs to safety, health and employment, to social love/belonging, friendship/family to self esteem and respect of others to self actualisation at the base. It represent the movement from basic life support to increasing sociological and self esteem development over time through the interventions which diminish as these higher order needs develop intrinsically in the community through to a level of ‘normalisation’. In the centre of the page and between these two triangles, the leftmost one inverted sits the arrow across the top linking the triangles and extent of what is occurring in each one and shows running down the centre, down the time line, Generation 1 Individuals in a Society then a box ‘A community of individuals with a degree of dysfunctional behaviour and inherent lack of opportunity to break this cycle going to a Generation 2 “Collective Society of Individuals with four boxes side by side show the goals of intervention over time and as the needs of living are met:

- Social – A functional society working together
- Economic Opportunity – Income generation via employment, business, freedom of jobs
- Education – Higher education – external
- Housing – Home ownership

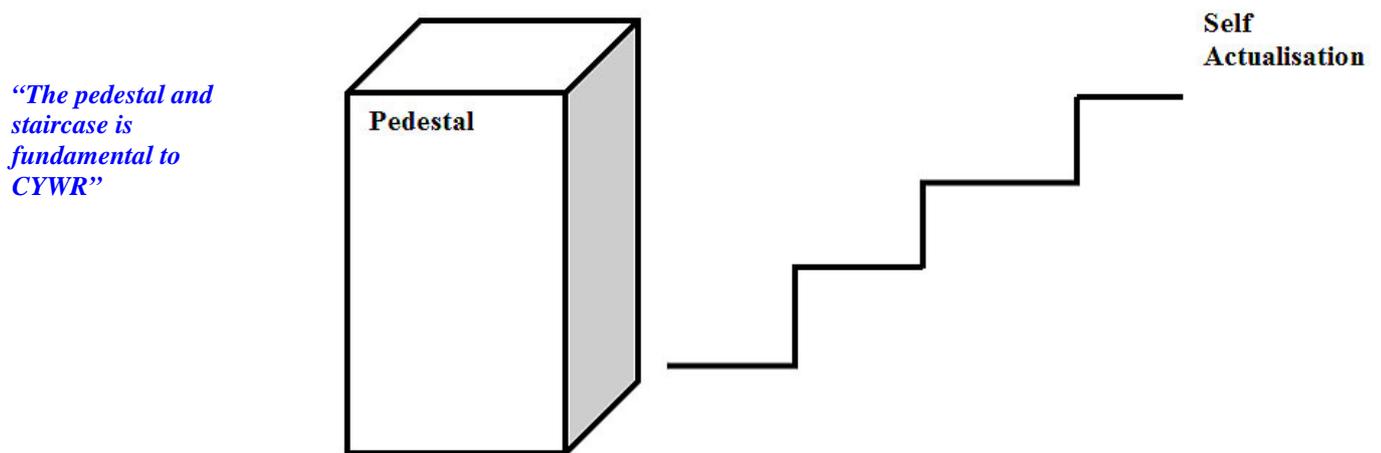


Figure 6: This diagram was provided by the consultants. It shows simply a three dimensional pedestal to the left of a staircase leading to self actualisation. It is a development from the CYI pedestal and staircase model and theory.

The pedestal and staircase model is fundamental to the CYWR Stage 1.

However the pedestal is three dimensional there may only be a 25% random chance of stepping down onto the staircase. Thus:

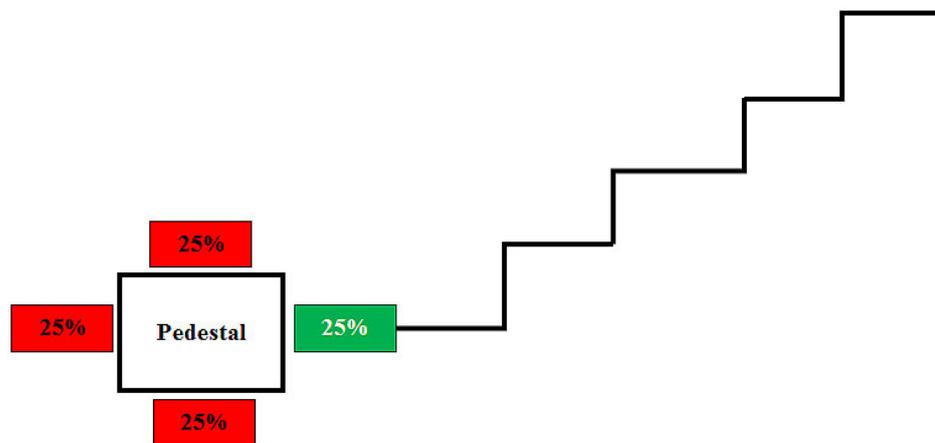


Figure 7: This diagram was provided by the consultants. It is identical to Figure 6 except that it shows in green 25% next to the side of the pedestal nearest the staircase and in red or warning 25% against the other three side away from the staircase. This is simply a general indication that stepping down from the pedestal may not lead directly to the staircase to betterment there is a random chance of missing the staircase. The percentage numbers are just for effect they do not represent proportions in any direction in reality, they are conceptual only.

“There may need to be a ‘safety net’ of interventions and their manner of delivery”

There may still be 75% random chance of stepping off the pedestal and not seeing the staircase. It is our observation that there is a higher level of intervention needed to focus direction when stepping off the pedestal to come close to 100% step off in the direction of the staircase. This can be referred to as the “safety net” effect, which will catch those stepping or being pushed off the pedestal to catch them and funnel them around to the entry of the staircase.

What does this mean practically? In Aurukun for example it means that whilst we acknowledge and respect the “self-help” model the first stage is to break the passivity/dependence model, just as with drug addiction this may require going “cold turkey” and we see it as imperative that there needs to be short-term significant intervention requiring service providers to go out to “clients” and pick them up to put them on the path to the staircase until they have adequate focus to perpetuate this themselves.

This is not breaking away from the notion of the self-help/self-responsibility model. It is the “circuit breaker” and “safety net” to catch those stepping,

falling, off the threshold to assist them to find the staircase without coming to harm.

Then they must start to climb the staircase themselves.

This translates to say that service providers may need to go out to individuals in the short-term and not expect all individuals to, at this stage, be at the next level of understanding or knowing that they can use facilitation to pursue the first and higher steps represented by the staircase.

*“Clear understanding
of the interpretation
of the philosophy into
practice is required”*

Some service providers take this approach at present, some refrain from it, and there is debate as to whether it is the intent or otherwise of the CYWR philosophy. Again there needs to be clear understanding between service providers of how the philosophy translates into short-term, mid-term and long-term day to day practices.

9 Aurukun case study

This consultation paper has focused on qualitative data research and analysis gathered from Aurukun service providers working primarily in the programs/services areas identified above. Consultants visited Aurukun between 3 – 4 July 2012 to research and gain knowledge about service delivery and the answer to the question “Has service provision changed in a way that supports norm and behaviour change?”

9.1 Approach

Our approach is outlined in detail in section 4 of this consultation paper. Consultants undertook and performed:

- familiarisation of background reports and data, research online;
- a review of the related work survey discussed at section 5;
- development of the qualitative questionnaire for interviews and consultation; consultations/interviews with stakeholders listed at annexure H and annexure I;
- analysis of responses received; and
- collation of results into findings and the development of this consultation paper.

Some partial overlaps in answers to individual questions are noted where different inflexions were noted.

9.2 General understanding responses

Service providers had an awareness and understanding of the expectation to align service delivery arrangement in the local community to optimise support the CYWR Trial. However it was evident that in some cases the depth of understanding was lacking.

Does your service have an understanding of the expectation to align service delivery arrangements in the local community to optimise support for the CYWR trial?

In a number of instances, Aurukun based service providers did not have a good understanding of the expectation to align service delivery arrangements in the community to optimise support for the Trial. It was also evident that these individuals did not have an understanding of what Welfare Reform was with reference being made to ‘Closing the Gap’, a different philosophy than Welfare Reform.

Closing the Gap is a commitment by all Australian Governments to improve the lives of Indigenous Australians, and in particular provide a better future for

Indigenous children. Welfare Reform is a process of moving from passive welfare dependence to engagement in the real economy. The two agendas have their own distinct methods and reasoning.

Cairns based interviewees appeared to have a thorough understanding of the goals and objectives of Welfare Reform and went on to say that the running of two peak Indigenous agenda's has been competing and is a distraction to the original intention and goal.

“Induction for all service providers in the philosophy and practice of CYWR”

There is an opportunity, indeed a necessity, for an induction program, including local cultural awareness training, and in depth understanding of the philosophy and practice of the CYWR for all service providers working in or with the Welfare Reform field. This is particularly important due to the transient nature of the workforce present in Cairns and Aurukun and will assist with service delivery and alignment to the Welfare reform agenda.

9.3 Service co-ordination and collaboration responses

The majority of those consulted outlined that service co-ordination and collaboration has improved significantly when compared to pre-2008 and/or when they initially began in their position. It was also evident that there was still some way to go before it could be said that a holistic approach to service delivery is being implemented. Nonetheless, it is viewed that positive steps have been taken and continue to be taken towards better service co-ordination and collaboration.

*“Service delivery and collaboration has improved significantly...
...there is still some way to go”*

How well are services aligned with and responding to referrals made by the FRC? Are there mechanisms or processes for collaboration, such as doing joint case conferencing or similar in place?

Individuals consulted had a very positive view of the FRC and the role it plays in Aurukun. Some went on to say they believe it to be an irreplaceable body that has a vital link to the overall progress of the Welfare Reform agenda.

“The FRC has a positive role and vital link”

Some individuals stated that there are critical relationship links missing with some of the service providers and the FRC. For example, in instances it was viewed that particular services are not aligned with and responding to referrals made by the FRC. Individuals evidenced this by the view that a high percentage of people attended conferences and a low percentage of people went on to use the recommended referral service provider. There could, of course be other reasons for this failure to use the services.

“There are some relationship links missing”

Many of the service providers reported that they had at times consulted the FRC and made the FRC aware of their services/programs and the opportunities they had available for 'clients'. We were also advised that joint case conferencing was not available due to perceived constraints under confidentiality laws.

“Joint case conferencing and collaboration does not occur because of privacy rules”

Consultations revealed that the process of aligning services to respond to referrals made by the FRC is sometimes low and continues to have issues. Some issues were due to individual's views of organisational dysfunction, the referral

was a second 'punishment', personality clashes between individuals, and a perceived unwillingness of some organisations to be more proactive in 'client' service delivery engagement processes.

There is opportunity for the FRC to improve their effectiveness if the commissioners are equipped with appropriate 'tools' to deal with the repeat offenders that now continue to go through the commission. The primary view of individuals regarding the FRC and Aurukun was for the FRC to become involved in the Community Justice Group Program (CJGP) and for training and mentoring of appropriate local Indigenous people to begin to operate the CJGP.

Are services better coordinated/synchronised/matched when compared to pre-2008? If not, why not?

Many Aurukun based individuals consulted had strong relationships with various service providers and synchronised services where appropriate. For example, HACC have a well-developed relationship with the Arts Centre and work in unison for the greater benefit of their clients. Education Queensland was also noted as having well established relationships with the Police and Queensland Health.

However it was clear that not all service providers had strong relationships. Strong service provider relationships generally existed between organisations that had employees in 'like' employment situations. For example, individuals who lived in Aurukun (community based) seemed to have good relationships with one another and individuals who are employed on a 'Fly in – Fly out' (FIFO) basis tended to have weaker relationships with various service providers.

Furthermore, 'like' service providers appeared to have stronger relationships with one another opposed to service providers from 'unlike' service areas. This was evidenced by the employment services representatives being familiar with one another however not being aware of who some of the other service providers are. And vice versa, social responsibility representatives were familiar with one another, however were less aware of the employment service providers.

Where relationships were viewed as weak this was also due to a number of other factors including individual's views of organisational dysfunction i.e. high staff turnover, the perceived falsifying of monitoring and reporting data, personality clashes between individuals, and unwillingness of some organisations to be more flexible in service delivery engagement processes.

Some stakeholders reported that they believe a protocol is needed to ensure 'clients' receive quality service from a 360 degree perspective. This is to reduce the likelihood of clients becoming overwhelmed with too many service providers assisting them, and/or clients falling through the 'cracks' with one area of need not being addressed sufficiently affecting the client's ability to achieve 'normalisation'. It was proposed to us that a Coordinated Case Management Strategy could be negotiated between all service providers and coordinated and implemented by all service providers for the benefit of the individual/family.

“Many Aurukun based service providers had strong relationships”

“However this is not universal.”

Perception of “fly-in, fly-out impact on relationships is an issue”

“Coordinated case management could have benefits”

Are services working together better than before the CYWR? i.e. sharing information more?

“Majority reported that services working ‘better’ than before CYWR”

Respondents reported that services appeared to be working better than before the CYWR.

The majority of Aurukun based interviewees advised they attend interagency meetings coordinated by the Regional Coordination Centre (ROC).

While individuals attended these meetings it was noted that due to the large number of service providers in the community and the diversity in their roles these meetings have become too large and no longer meaningful. We were informed of instances that people have become mindful of what they say at the meetings due to individuals becoming defensive and unable to receive constructive feedback. The question was raised: is the interagency monthly meeting a mutual praise society or are the hard issues being tabled and addressed?

“Issues were identified with interagency meetings”

There is an opportunity to have meetings facilitated and chaired by an independent party i.e. possibly the ROC representative, to assist with making meetings more productive. Also a protocol could be developed and circulated to assist with constructive feedback being viewed positively. If an independent party chaired the meeting it would also allow for sensitive issues to be forwarded in confidence to the chair prior to the meeting and where appropriate the chair could then raise the matter for discussion.

“There is an opportunity to improve interagency meetings as the concept is sound”

It was reported that no interagency meetings took place in Cairns. This is viewed as a major shortcoming towards coordinating and collaborating service delivery. The Cairns based individuals involved in the CYWR were generally higher in the service provider hierarchy i.e. middle management, as opposed to the Aurukun based individuals consulted. There was clear evidence that some individuals had never met one another, let alone collaborated on interagency delivery in support of the CYWR. For instance, several people attending the two forums held towards the end of this review had not met each other before.

“Interagency meetings do not occur regionally”

There is an opportunity to establish and implement regular i.e. quarterly, interagency meetings between all service providers at a middle and higher management levels. These are the ultimate decision makers and it is vital that everyone at this level works together towards the Welfare Reform agenda.

“Opportunity to collaborate at middle and higher management”

It is acknowledged there are ICC and ROC representatives and that these representatives were viewed, by many of the individuals consulted, as doing all that they could with the resources they had available.

“There IS no mechanism to manage all the Service Delivery agents for the CYWR goals”

But it was also very evident that there is no mechanism or structure in place to manage all the service providers together as a CYWR team in order to ensure they collectively provide optimal support for the CYWR objectives. Several interviewees commented that several service delivery agencies, particularly in Cairns, operate within 'silos'. Nor are there mechanisms or structures to discuss and resolve questions and issues regarding the delivery of services e.g. the active versus passive service delivery approach discussions that need to take place and

be resolved. If the group intellectual property and knowledge of the collective of service providers i.e. CYI and CYP etc. could be harnessed then it would surely lead to better optimised delivery standards and better performance. It is our view that the communities deserves this.

“There is a lack of inter service provider knowledge sharing”

Consultations revealed, and it was apparent, that there is a lack of inter service provider knowledge sharing and even knowledge of services available. This was evidenced by some individuals not knowing who other service providers were or what the role of the service provider is. Again this is further evidenced by the number of services/programs present in Aurukun. Refer to section 6 and annexure G.

9.4 Barriers and facilitators to change responses

It is important to note our view on the (short-term) stage of the Trial when reviewing responses in this area of service delivery. Refer to section 8.

Service delivery representatives consulted had varying views on what was classed as a barrier or facilitator in services/programs towards individuals/families taking responsibility. This in itself is a barrier and needs to be addressed.

Do any existing services or service components act as barriers to individuals/families taking responsibility? If so, how? And how could they be reformed or changed further?

“CYWR is still in early stages”

Many individuals consulted agreed with the view that the CYWR is in a very early stage of development.

“Competing priorities hold the CYWR back”

A majority of service providers were of the view that competing priorities between all service providers was a major barrier to a holistic approach to service delivery being achieved. Competing priorities was apparent in ‘Lip service’ (an expression of agreement that is not supported by real conviction) being performed with service providers openly admitting to one another that this occurs too much.

“Perceived lack of long-term commitment to the CYWR”

The overwhelming majority agreed that the two primary factors contributing to the level and degree of ‘Lip service’ and competing priorities included:

- the lack of long-term commitment from Government towards the support of the CYWR; and
- service provider’s security of tenure for services/programs.

“Without long-term commitment service providers will continue to focus on the short-term”

There is an opportunity for the Government to make good on its past investment in the CYWR and lock into a long-term agreement and plan to support Welfare Reform and its benefits. Without long-term commitment service providers will continue to focus on the short-term and the gains their organisation can achieve without supporting Welfare Reform goals and the long-term benefits to be achieved.

At present there is no requirement in Government tendering processes for service providers to align with the Welfare Reform agenda. This is viewed as a barrier towards achieving Welfare Reform goals.

“Government tendering does not require commitment to CYWR objectives”

Individuals believed that service provider tenure for funding needs to be aligned in all areas from funding agreement timeframes to Key Performance Indicators (KPIs) regarding elements and areas of Welfare Reform that apply to all service providers i.e. training and up-skilling Indigenous people and the employment of Indigenous personnel. It was further recognised that KPIs must have incentives attached to them to be achieved. For example, criteria with reward or penalty for service providers who have a benchmark percentage of Indigenous employees and/or funding levels tied to the level of financial investment invested into the training, educating and up-skilling of Indigenous people.

It was the view of many individuals consulted that a large barrier to individuals taking responsibility was the lack of succession planning within organisations around positions/roles and the lack of structure around organisational selection processes for key position/roles. It was voiced on a number of occasions that people in the right position/role make a large difference to the success of a service/program and its delivery. This is evidenced by the Commissioners who advised they consulted and strongly endorsed the approach and work of the Commissioner of the FRC and the very high esteem that is held for the Principal of the Academy.

“Succession planning was seen as a barrier”

There is an opportunity for a set of key criteria for Welfare Reform to be adopted by all service providers and for this to be part of their performance criteria and KPIs.

“Use of CYWR criteria and KPI’s for every service provider”

Service providers were of the opinion that individuals in Aurukun are not ready for a rigid self-help model of only engaging clients when they enter the premises. These service providers apply a more proactive approach to service delivery i.e. entering into the community to liaise with individuals, build rapport and engage with ‘clients’. While in the short-term this appears to be a barrier to individuals taking responsibility and it deviates from the self-help model, it appears that these service providers were able to actively engage clients better reducing the downtime individuals had in their position, delivering a more effective service and increasing client involvement.

It was also noted that some service providers viewed the FRC referral process as inconsistent with their ability to help individuals. For example, some service providers expressed the view that they should only assist an individual if the individual wants assistance as this is when an individual will truly be able to embrace the process of change. If an individual is forced to utilise a service through a compulsory referral process, while the individual may show up to a meeting they will not truly embrace and learn from the process.

Many respondents expressed the view that the FRC applied the ‘stick’ rather than the ‘carrot’ approach, in Aurukun. We are aware there was an incentive plan developed for each community designed to reward those behaviours that the FRC Commissioners are charged with encouraging in their communities.

It is our view that service delivery could be reviewed to assess whether achieving the long-term CYWF goals would be better supported by a more proactive short-term approach to service delivery being adopted as an intervention catalyst to introduce the services available. In marketing terms this is sometimes referred to as “loss leader” or the concept of giving away a little upfront to introduce the service with a view to long-term “buy-in”. Refer to section 8.

Are any services facilitating or supporting individuals taking responsibility? If so, how?

It was clear that some service providers took a very strong view on individuals taking responsibility. For example, some service providers would not engage an individual unless the individual entered their premises and asked for assistance. Where this approach was adopted it appeared that services were not being delivered in an effective or efficient manner i.e. there was employee downtime due to a lack of client engagement. We were also informed, on several instances, that there is a belief that some agencies reporting data was apparently falsified or overstated.

While this process of service delivery ‘supports’ individuals taking responsibility it is our view and the view of some service providers that it is not necessarily the best way forward in the short-term.

It was noted that the FRC are seen by some ‘clients’ as “double jeopardy”. For example, a Court penalty may be imposed and then the FRC is viewed as issuing another penalty. Contrary to the view of some ‘clients’, a number of service providers viewed the FRC as facilitating and supporting individuals to take responsibility for their action through the referral of ‘clients’ onto a service provider who could provide the individual with an opportunity to learn/develop from their actions.

How much have service providers modified their ways of operating to support the CYWR philosophy?

Varying degrees of modified operating procedures by service providers to support the CYWR philosophy have resulted since 2008. The majority of service providers who were not linked to one of the Indigenous organisations i.e. CYI and CYP, had no official or formal modified procedures. Although, it was clear that a number of service providers adapted their way of operating to suit the local community needs. For example, one service provider achieved full attendance and completion of their training program by sending a bus around the community each morning to collect willing clients and delivering them to the premise.

This is viewed by some as a positive, by others as undermining by supporting the passivity model. There are arguments for both approaches supporting the long-term objectives. Some mechanism needs to be put in place at the community level to discuss and develop common and acceptable approaches to such practices and indeed definitions under the CYWR program as the use of

“Agencies KPI’s and performance criteria have not been modified for CYWR or modified service provision”

“Interviews revealed that what one provider considered positive could be regarded as negative in reference to CYWR”

semantics and play on words can create significant dysfunction between service providers and delivery. Any community dysfunction is only exacerbated by dysfunction, which does exist, between service providers for real and perceived reasons.

9.5 Service availability responses

“Gaps in service delivery, availability”

There continue to be gaps in service delivery in key areas of social development including: adolescent support, child mental health and psychological assessments and ‘sociological’ research i.e. study of the local society and the effects of the changes resulting from intervention on the society. The filling of these gaps will ensure Welfare Reform has every opportunity for success.

Are there service gaps in terms of types of services needed to support Welfare Reform? If so what are the gaps?

“Duplication of service provisions exists”

It was expressed by many stakeholders consulted that there continues to be duplication of services provided in Aurukun. This was evidenced by one service provider noting that they will no longer attempt to build a relationship with the WBC as they can use Queensland Health for their needs in the same area. This is further evidenced by the number of services/programs present in Aurukun. Refer to section 6 and annexure G.

“Need for psychological and sociological research”

Several noted that there was a need for psychological assessments and ‘sociological’ research to be performed in Aurukun on a continual basis to understand the stresses that affect the community as a whole and how various intervention(s) i.e. alcohol management plan and the CYWR have impacted on the society. It was a belief of some individuals consulted that until such assessment and research is implemented there will be no certainty that Welfare Reform is focused in the most effective ways and areas.

It is our opinion that the primary identified gap in services to support Welfare Reform was in the area of child mental health. Stakeholders reported that at present child guidance councillors are present in the community only once a month for a minimal three to four days.

“Gaps and opportunities proposed where gains could be made”

There is an opportunity to employ a permanent councillor for child mental health issues in Aurukun. It is known that Indigenous communities have high child abuse rates and that the effect of such abuse can have lasting effects on their development. It is the view of many that a regular and permanent child mental health worker would benefit a number of Welfare Reform areas including social responsibility and education.

Other service gaps identified included:

- Culturally appropriate, numeracy and literacy programs for Indigenous people between the ages of 13 to 75.
- Education, training and support for Indigenous adolescents.

- The FRC does not “capture” youth who have left school before the age of 17 and who go through the court system. There is a potential gap between legal school leaving i.e. 15 to 17 years of age where the FRC cannot impose referrals and these individuals “fall out of the system”. The FRC only receive notices from the Magistrates Court leaving a gap for offenders who go through the Juvenile or District Court systems. This cohort is falling outside any mechanism of referral and is a high risk group.
- The client acceptance process used by the WBC i.e. unable to take referrals from the Police. Agencies such as the Police who are aware of problems/issues with individuals should be able to refer clients to the WBC.

Are there service gaps in terms of levels of service provided?

It was also noted by a number of individuals there are varying views between service providers on the process of engaging individuals. This resulted in instances where service providers viewed gaps in terms of the level(s) of services provided. For example, some service providers have been known to turn people away from their services if they weren't referred to them by a 'listed' service provider.

“Referral –v- self help models and issues with ensuring community members get help”

This is also noted where some service providers use the 'self-help' theory waiting for individuals to engage with their services and do not attempt to proactively engage individuals. It is a belief of some that while this supports Welfare Reform it is too early to expect this to happen and in the short-term a more proactive approach may be necessary to begin to educate individuals on the benefits of the opportunities that are present.

9.6 Service standards responses

In most instances service providers have not changed or developed formal policies and procedures regarding service delivery in the community. Indigenous organisations were the exception where policies and procedures were implemented to support the CYWR. It was the view of some that had worked in Government and gone on to work for the Indigenous organisations that without specific policies and procedures to support Welfare Reform service delivery will not reach a require stage of reorientation.

“Service providers have not developed formal policies to align with CYWR”

Do you have formal service standards or guiding principles or other mechanisms which guide your delivery approach? If yes, what are they?

In most instances service/providers had formal policies and procedures regarding service delivery. It was viewed that service delivery is part of operations and that the policies and procedures would be incorporated into the operating manuals. In the majority of instances those consulted directed us to their organisation's website where the policies and procedures would be located. Furthermore, **no one** could advise what the service standards are from the 'top of their head'. Invariably service standards had NOT been formally

updated or amended to comply with the goals of the Trial. However, several of the more successful local service providers explained they had adapted standard guidelines and standards to better suit the local community needs, as noted below.

Do you assess your performance against the standards/principles/mechanisms? If yes, is it in a formal or informal manner? Please describe the process?

In most instances performance was not assessed against service delivery standards specifically. It was noted that in many circumstances organisations are responsible for some element of formal reporting and monitoring regarding KPIs. The process was fairly standard where information is gathered on a regular basis primarily relating to quantitative measures and reports are developed based on the information gathered and required to meet organisational requirements. In most instances minimal to no qualitative data was reported on.

Do the standards/principles/mechanisms contain any criteria which contribute towards more pro-active use of services by clients under the Trial?

Those consulted advised that there are a number of measures dealing with the level of client use of services. Although in the majority of instances there was no area to distinguish between client use and more pro-active use of services.

To what degree is your approach to service delivery driven by National or State direction or local needs and opportunities?

“Standards were national and not tailored”

In the majority of instances standards were national and had not been tailored to suit service delivery in the local community of Aurukun.

In one case it was noted that formal modifications had been sought and implemented regarding operational procedures to better suit local conditions in Aurukun.

In most circumstances modifications to service standards had resulted, albeit ‘not official’, resulting in service delivery being better tailored to local conditions in the eyes of the individual in charge.

Some service providers followed their service delivery standards without flexibility. While this supports the self-help theory of the CYWR it appeared that their ‘clients’ were not ready for such an approach i.e. programs were being started but rarely completed and at times services were being underutilised. For example, one service provider has a new tracking measure regarding downtime in their position. This was implemented so that employees become more accountable for what they’re doing during these periods.

Whilst it is recognised that normalisation of service delivery within the Trial communities is a goal of Welfare Reform it is our view that the Trial is still in the ‘start-up’ phase (refer to section 8). We believe a circuit breaker is required i.e. service delivery standards need to be modified in the short-term so that service providers are more ‘hands on’ to assist with educating clients about what is available, the benefits of entering into and following through with completing

programs and beginning to motivate individuals towards a life of self-fulfilment, respect and individual pride opposed to dependency and passivity.

It was the majority view that the Government had not driven changes in the criteria or goals of the CYWR in terms of service reorientation. Formal service delivery frameworks are the same for Aurukun as everywhere else in Australia. Welfare Reform recognises communities are different from mainstream society and therefore, at least in the short-term, there is an opportunity for frameworks to be developed that support the Welfare Reform agenda.

9.7 Monitoring and reporting responses

Post-implementation reviews should be implemented immediately for all existing services/programs and within 6-12 month for a new service/program being implemented in a community. This allows those that are working to continue and those that are not to be refocussed, redesigned or scrapped, targeting funds and resources appropriately. Without this process there is a risk that a program/service does not perform and continues being offered, wasting time and resources. It is vital that appropriate baseline data is used for monitoring and reporting. Without relevant baseline data results are meaningless. A combination of qualitative and quantitative measures should be used for monitoring and reporting going forward.

What are options for conducting ongoing monitoring and reporting?

Some individuals indicated there was a strong need for post-implementation reviews to be completed within the next six months and for all existing service/program providers or within 6-12 months of a new service/program being implemented 'community based' (i.e. in Aurukun/the community) to ensure effectiveness in areas to do with design and functionality. This would allow those programs/services that are working to continue and those that are not performing to be redesigned or scrapped; ensuring funds are targeted and used appropriately. Without this post-implementation review process there is a risk that a program/service does not perform and continues to be provided wasting time and resources. We agree there is a strong case for the above to be implemented.

It was the belief of some individuals that the real decision makers i.e. middle management, need to be located locally so they live and work in the community, to ensure program/service delivery effectiveness. This can be evidenced by the success of the education stream. For example, the majority of individuals consulted acknowledged the Aurukun School as being the most successful change in the Welfare Reform agenda to date. Critical school staff members reside in Aurukun providing the ability to adapt programs and delivery methods instantly.

There is an opportunity to streamline the decision making process to further empower individuals who deliver services/programs in the community. These individuals have a direct understanding of the community and its environment.

“All service delivery providers should have clear KPI’s for Welfare Reform”

It was also proposed that all service delivery providers should have a set of key criteria as part of their performance criteria and KPIs for Welfare Reform to be adopted. There is an opportunity for this to be established and implemented.

Due to the nature of Welfare Reform and the timeframe around such an agenda it was also noted that continual qualitative research should be performed and analysed. Furthermore, other individuals noted that it is inappropriate to use quantitative data from pre-2008 as a baseline measurement due to the very different natures of Welfare Reform service/program implementation within various communities. For example, in Aurukun the Opportunity Hub has been operating for approximately one year and the Cape York Aboriginal Australian Academy was implemented in January 2010. These are both critical elements of the Welfare Reform agenda which is recorded as beginning in January 2008. The use of pre-2008 data as a baseline could skew monitoring and reporting data and lead to misleading results.

9.8 Other general observations from interviews and consultations

There appears to be building of inherent social capital, which would not otherwise be recognised or captured through formal qualitative benchmarking, through the CYWR initiatives. For example 3 of the 6 FRC Commissioners have been elected as Aurukun Shire Councillors. The training and experience they have had as Commissioners can only enhance their ability as Councillors. This recognises various indirect benefits to the development of social capital from CYWR:

- The ongoing internal and external training the Commissioners get through their roles, as well as the experiential learning, provides great development for their role as constructive Councillors in the local authority.
- The Community has obviously recognised the position and skills the Commissioners have in electing them to these leadership positions.
- Whilst the Commissioners may have a perceived “punitive” role the wider community recognises their value, skills and contribution.
- The Commissioners going onto Council will have a strong foundation of community and social betterment agenda as well as the objectives of CYWR that will assist the congruence in delivery of Local Authority and Council services.

This also demonstrates the synergistic or “spin off” benefits to community building of social capital and development of individuals as well as community through the CYWR.

It was unclear what the true motive for school attendance is i.e. extrinsic: parents avoiding penalty of being reported to the FRC, or intrinsic: to create opportunities for their children. Is there any transference from the former to the

latter? Again it is too early to truly know the answer to this question. The trial is a trigger for change, but it cannot achieve the change goals in the short-term timeframe it has been operating.

“Positive change is due to a combination of AMP’s and the Welfare Reform Agenda”

A number of Aurukun service providers advised that the positive changes within the community were due to a combination of both the Alcohol Management Plan and the Welfare Reform agenda. Everyone agreed that while a certain level of alcohol still exists through sly grog trade the community is a much better place without a Tavern. Many of the Aurukun based service providers acknowledged they would not be living or working in the community if a Tavern was reopened. There was a very strong opinion that the reopening of a Tavern would be detrimental to the overall Welfare Reform agenda.

The introduction of the Basics Card was viewed by many service providers as a positive step towards helping individuals/families in income management. While many people were initially against being placed on the card it was viewed in a number of instances where individuals/families were eligible to come off the card that they wanted to continue with it. It was also noted that this was primarily the wish of the women, as opposed to the males, in the family.

It was noted in particular that several exceptional and dedicated individuals are working within the Aurukun community and achieving extraordinary successes, often in very trying circumstances. To some extent, these people are achieving successes in spite of, rather than because of, the complex overall organisation of the CYWR. It would be appropriate for recognition of their efforts to be expressed formally.

10 Snapshot of key findings

Key findings were formed from desk top research and qualitative analysis performed and detailed above.

“These snapshots can only logically be considered in the context of the overall report”

1. The four CYWR communities are vastly different, historically, structurally and contextually preventing valid generalisations and comparisons to be made between or over them. Refer section 3.1.3.
2. The CYWR is still in the “embryonic” phase of development. Refer section 8.
3. Overall positive steps have and continue to be taken towards service re-orientation supporting the goals of the CYWR. It is too early to say that a ‘holistic’ approach has been implemented and service delivery is realigned, coordinated and collaborated at all levels and between all service providers to support the CYWR.

Key issues to be addressed include:

- a. Improving service provider awareness and understanding of the Welfare Reform agenda. Refer to section 9.2;
- b. Improving the relationship between the FRC and some service providers and vice versa. Refer to section 9.3;
- c. The lack of policies and incentives in place to ensure service providers have processes in place that support the hiring of the ‘right’ people for the job. Refer section 9.4;
- d. Improving the co-ordination and facilitation of interagency meetings. Refer section 9.3;
- e. Improving the level of awareness that service providers have regarding the role of one another in the community. Refer section 9.3;
- f. The lack of long-term inter i.e. within one level of government and intra i.e. between various levels of government commitment. Refer section 9.4;
- g. The lack of support for the Welfare Reform in current Government tendering processes. Refer section 9.4;
- h. The lack of performance criteria and KPIs that are clearly linked to the principles of the Welfare Reform agenda. Refer section 9.4;
- i. The inconsistent service delivery engagement techniques applied between the various service providers which impacts negatively on service coordination and collaboration. Refer section 9.5;

- j. The gaps in service delivery in key areas of social development including adolescent support, child mental health and psychological assessments and sociological research i.e. study of the local society and the effects of the changes resulting from intervention(s) on the society. Focusing resources to gap areas oppose to providing more resources is the key. Refer section 9.5;
 - k. The lack of tailoring of service standards i.e. policy and procedures for many service providers, with the exception of the Indigenous organisations i.e. CYI, CYP and CYAAA to support the Welfare Reform agenda which negatively impacts on service reorientation and working towards achieving the CYWR goals. Refer section 9.6;
 - l. The lack of action in both gathering and responding to the monitoring, reporting and evaluation of results. Refer section 9.7; and
 - m. The lack of empowerment of individuals located in Aurukun. Refer section 9.7.
4. There are a number of opportunities to progress service reorientation to the next level of truly supporting the goals of the CYWR including:
- a. The introduction of an induction program including local cultural awareness training for all service providers in the Welfare Reform field. Refer to section 9.2;
 - b. Equipping the FRC with appropriate ‘tools’ to deal with repeat ‘clients’; the introduction of FRC involvement within the Community Justice Group Program; and the development and implementation of a training and mentoring plan for local Indigenous people into FRC roles. Refer to section 9.3;
 - c. The development and implementation of recruitment and induction policies and procedures by service providers that support Welfare Reform. Refer section 9.4;
 - d. The appointment of an independent chair to coordinate and facilitate interagency meetings in Aurukun; and the establishment of interagency meetings similar to Aurukun for all key Cairns based service delivery representatives. Refer section 9.3;
 - e. The development and communication of a protocol that outlines how service providers are to operate with each other to ensure transparency and the sharing of data. Refer section 9.3;
 - f. The inter i.e. within one level of government and intra i.e. between various levels of government commitment to Welfare Reform for a long-term timeframe. Refer section 9.4;

- g. The reforming of the Government tendering process to support the Welfare Reform agenda i.e. placing clauses within terms of reference and tender evaluation criteria that require the service provider to follow established principles that clearly link policies and procedures to the principles and specific goals of welfare reform. Refer section 9.4;
 - h. The development of a set of key criteria that clearly links to the principles and specific goals of Welfare Reform to be adopted by all service providers. Refer section 9.4;
 - i. The adoption of a consistent approach by all service providers regarding service delivery engagement techniques and the promotion of individual/family self-help and responsibility to support working together in a coordinated and collaborated fashion. Refer section 9.5;
 - j. The filling of gaps in service delivery regarding adolescents; child mental health and psychological and sociological assessments and research to ensure Welfare Reform has every opportunity for success. Refer section Refer section 9.5;
 - k. The development and implementation of congruent procedures and criteria for all service providers through service re-orientation. Refer section 9.6;
 - l. The implementation of a post-implementation review process for all service providers and each of their services/programs based on an enforced performance based criteria including both quantitative and qualitative measures and taking immediate action when results are not met. Refer section 9.7; and
 - m. The streamlining of decision making processes to empower those service providers in Aurukun who have a direct understanding of the community and its environment. Refer section 9.7.
5. Clearly any emerging trends or indicators in this very early stage are dependent on consistent nurturing of the principles and support for the long-term goals of CYWR and of support for the considerable opportunities available to further promote the CYWR. These opportunities all have the potential to become threats unless unconditionally supported at all levels of Government, Departmental and by the most senior levels of every service delivery agent in the respective communities of which there are many, for example in Aurukun over 60 services/programs many of which are not co-ordinated into the CYWR.
6. The restricted timeframe of the Trial is part of the service delivery problem as service providers are trying to achieve long-term goals

within a short-term timeframe. The security of a longer term commitment would go a long way to improving service delivery.

10.1 Recommended additional research and analysis

Recommendations were formed from desk top research and qualitative analysis undertaken.

- A review undertaken of the local government influences in each of the CYWR stream areas to determine whether it has positive or negative impacts on CYWR or whether it is inherently supportive of the “welfare model” and passivity.
- Well intentioned government services (introduced to counter the social decline) frequently exacerbate passivity and further erode personal responsibility by doing tasks for individuals. Over time it becomes normalised and expected that service providers will fulfil certain tasks, rather than individuals or families taking responsibility to fulfil them. Individual capacity is hence further deteriorated. The goal of service reorientation is not to do more for the individual but to promote self-help and normalisation. Service/program providers must ensure services/programs are not viewed as doing additional tasks for the individuals and it is for this reason that reform of incentives is also a key element in Welfare Reform. Ongoing reviews and monitoring are essential to ensure a balance is achieved and modified over time.
- Service providers are inherently to a greater or lesser degree benchmarked against departmental criteria and whilst attempts are made to make them responsible for CYWR outcomes they do not in many cases have the necessary authority to achieve this. Responsibility cannot be effectively delegated without authority. There are over 60 services/providers without an authoritative body to co-ordinate service delivery. A review should be undertaken to determine how the service delivery agencies can be given authoritative leadership to work towards the goals of the CYWR if they are to be truly achieved within the shortest possible timeframe.
- As mentioned above the respective Service Providers perform to their own Departmental or Organisational objectives. There is an opportunity to propose that each such body have a set of CYWR key criteria to be embraced into their Departmental or Organisational KPI's and Performance Criteria whenever working within or on the communities of CYWR.
- Consistent with the above point, the inter government and inter service provider co-ordination could be extensively extended both vertically and horizontally to provide a key authority i.e. in Aurukun it could be local council or an independent board, with the ability to create a true

“Leading areas for further investigation and development to address issues raised in this paper.”

congruence to the goals of the CYWR amongst and throughout every service provider operating into the community.

- Research and analysis into appropriate baseline data to ensure monitoring and reporting results are meaningful and not biased or skewed. Refer section 9.7.
- A study modelling individual engagement, both through and independent of the FRC, of ‘clients’ with services and opportunities may reveal gaps and duplications. There may be better ways to deliver services in a complimentary co-ordinated fashion based on wholistic and professional diagnosis from the outset with services only recommended after that diagnosis (the hallmark of professionalism ‘diagnosis before prescription’). The FRC does not have the time nor necessarily correct resources at present for this diagnosis prior to referral.
- Several comments during interviews and the two forums noted issues relating to governance and structure of the CYWR Trial, as described elsewhere in this report. In particular, these issues relate to difficulties encountered setting long-term goals in ways that enable funding and management to achieve the long-term goals. Co-ordination of disparate services within a small community without some form of control and co-ordination over service providers to align the goals will always be problematical. Two options were suggested for further consideration:
 1. **Contract more service delivery to local government:** Local Councils could be contracted to co-ordinate or even deliver most services required to implement the CYWR. Local Councils have the advantage of being controlled by locally-elected Councillors who understand what long-term goals would achieve welfare reform most appropriate to their communities. Local Councils also have structures, management, controls and resources to provide services directly, and manage contracts to deliver services outside their own domain. Councils have the capability to coordinate all service delivery to achieve optimum welfare reform outcomes. Potential benefits could include:
 - all welfare reform services are coordinated to suit local needs;
 - long-term goals to achieve welfare reform goals are agreed;
 - funding is tied to achievement of outcomes;
 - outcomes include training and employment of local residents; and
 - the community’s own representatives (Councillors) are accountable for management of their welfare reforms.

Such an approach however would run contrary to the CYI Welfare Objective of ‘normalisation’ of all public sector services. Having regard to this an interim independent Board, Body or Organisation

with significant focus on local input, specifically providing this liaison for a fixed period maybe an alternative.

2. **Social Impact Bonds (SIB):** A review of the potential for SIBs may identify a way forward for the CYWR Trial, including benefits as listed below. Also known as Pay for Success Bonds and Social Benefit Bonds, SIBs are contracts with the public sector in which a commitment is made to pay for improved social outcomes that result in public sector savings. The general approach is to use savings as a basis for raising investment for prevention and early intervention services that improve social outcomes. Repayment to investors is contingent upon specified social outcomes being achieved. SIB trials in the UK³² starting 2 years ago have yielded promising results, but assessments conclude it is too soon to measure results. Three trials by the NSW Government are currently in the joint development phase.³³ In the US, SIBs, referred to as Pay for Success Bonds, are being assessed in several States. There is a conference on SIBs in Sydney on September 26 addressed by key people involved in SIBs. Several major industries in Cape York, such as mining, could recognize the benefits from participating in a SIB such as for Aurukun. The relevance of SIBs to the CYWR are the potential to:

- reduce Government funding and risk;
- provide a mechanism to coordinate multiple services;
- provide incentives to achieve measurable long-term goals; and
- enable goals to be set to achieve and measure the various components of normalisation.

³² (Crown, 2010)

³³ (University of New South Wales, 2011)

11 Disclaimer

This paper has been prepared for the use of FaHCSIA and the parties to the Cape York Welfare Reform Evaluation. Whilst every care has been taken in preparing this paper, the information contained herein is based on information supplied by stakeholders listed at annexure H and I of this consultation paper and desk top research performed using the world-wide-web.

Migration Plus Network Pty Ltd (Migration Plus) makes no assertions, representations or warranties that the paper presents the views of the CYWR. Migration Plus will not accept any responsibility or liability for any loss or damage that may arise as a consequence of any person relying on the information, advice or opinion contained in this paper. The views expressed are our own.

Where any parties must incur expense to implement actions identified in this paper, the parties ought to make their own assessment as to the financial viability of such action, based on the their own financial circumstances, the general economic conditions prevailing at that point in time, the cost of such action, and the benefit the parties will derive from implementing any recommendation or opportunity proposed in this paper.

Migration Plus bear no responsibility for the manner in which the FaHCSIA implements actions contained in this paper, and FaHCSIA releases Migration Plus from any liability whatsoever in respect of anything set out in this paper.

Annexures

12 Annexure A – Terms of reference

Evaluation area

- Key question: “Has service provision changed in a way that supports norm and behaviour change?”
 - Four key topic areas:
 1. Service coordination and collaboration
 2. Barriers and facilitators to change
 3. Service availability
 4. Service standards

Services scope

- Services including those funded as part of CYWR and the range of related services which are funded separately

Methodology

- A. Desk top analysis
 - Comparison of the range, levels and types of services operating within the CYWR trial community of Aurukun
- B. Qualitative data collection
 - Interviews and workshops
 - Focused place-based case study of service delivery in Aurukun

Deliverable

- Succinct paper presenting findings of the research and suggestions on the best way to conduct ongoing monitoring and reporting in the future

13 Annexure B – Baseline mapping reports

Refer to the following Baseline Mapping Reports developed by FaHCSIA:

Aurukun

Section 10 – Community facilities – service snapshot³⁴

Coen

Section 10 – Community facilities – service snapshot³⁵

Hope Vale

Section 10 – Community facilities – service snapshot³⁶

Mossman Gorge

Section 10 – Community facilities – service snapshot³⁷

³⁴ (Commonwealth of Australia, 2010(a))

³⁵ (Commonwealth of Australia, 2010(b))

³⁶ (Commonwealth of Australia, 2010(c))

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15 Annexure D – Program Theory

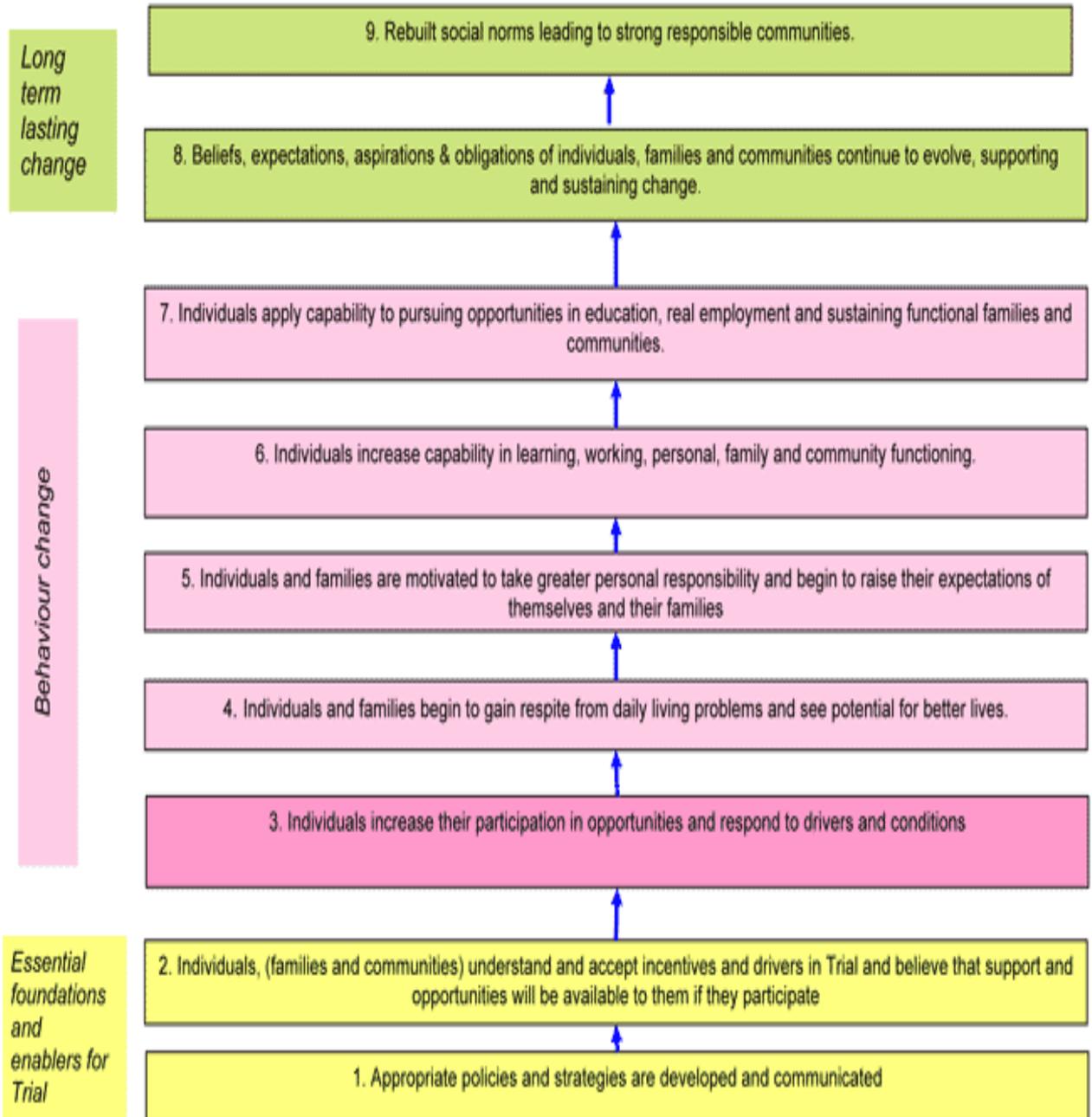


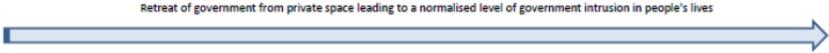
Figure 2: Program Theory
 Sourced from: (Courage Partners, 2009)

16 Annexure E – Program Logic snapshot

| STREAMS | WELFARE REFORM OBJECTIVES | Inputs | | OUTCOMES | | |
|-------------------------------------|--|---|--|--|--|---|
| | | Programs/Services | OUTPUTS | Short term | Medium term | Long term |
| Social Responsibility and Wellbeing | Rebuild social norms and restore Indigenous authority. | The establishment of incentives and disincentives that support healthy social norms. | | Healthy social norms are established. Social indicators - rental payments, school attendance & conviction rates gradually improve comparable to general population. | | |
| | | | | Compliance | Identification | Internalisation |
| | | Family Responsibilities Commission | FRC established. | Restores authority to Indigenous Leaders (Former Justice Group members empowered through FRC legislation) | Indigenous authority re-established. FRC valued and respected, and accepted as legitimate. FRC works collaboratively with elected community leaders. | FRC remains respected but plays an increasingly smaller part in community life. |
| | | | Norms around appropriate behaviour are negotiated and communicated by FRC Commissioners. | Norms understood by some FRC clients. Individuals comply to avoid income management. | Norms understood by most FRC clients. Individuals comply because others comply. | Norms understood by all FRC clients. Individuals comply because they agree with these social norms. |
| | | | FRC promulgates the community's future vision in relation to positive social norms. | Vision understood | Vision shared | Vision is actively engaged with and there is ongoing community refinement of shared vision. |
| | | FRC Commissioners' Incentives Plans | Implement a set of rewards and awards to acknowledge behaviours consistent with positive social norms. | Awareness of incentives | Awards highly valued. Rewards reinforce positive behaviours. | Awards are highly valued. Rewards become less necessary as positive behaviours established as the norm. |
| | Conditional Income Management | Conditional and Voluntary Income Management facility established with Centrelink | Financial situation stabilised so basic needs of children & families met. | Improved awareness and greater personal responsibility in use of money. | Strong personal responsibility in relation to use of income. CIM/VIM no longer required | |
| | Build social capital | Programs provided that support individuals to make the necessary changes and to build social capital. | | Social capital increases towards levels comparable with non-Indigenous population | | |
| | | Wellbeing Centres | Provide services in support of FRC initiatives - addiction management, gambling addiction, mental health, emotional and social well-being. | TBA | TBA - M & E Framework for Wellbeing Centres currently being developed | Substance abuse and suicide levels equivalent to general population. |
| | | MPOWER | Every individual referred by the FRC undertakes MPower Training. Every individual has access to MPower Training. | Individuals and families start to understand the need to consistently meet needs. People have access to & receive assistance with banking services (online/telephone). People start engaging with MPower as a means to tackle addictions (alcohol, drugs, gambling). People able to deal with inappropriate cultural reciprocity (humbugging). | People taking care of immediate family members & finding ways to still support their extended family (cultural reciprocity). People increasingly access banking services without assistance. People are increasingly able to use money management as a means to deal with addictions and inappropriate cultural reciprocity. People start to build assets (e.g. whitegoods, furniture, etc.) & realise aspirations through disciplined money management. | Financial independence & responsibility through saving & disciplined money management. People consistently ensure their immediate family's basic needs are met. People able to save for necessary whitegoods, furniture, educational needs, etc. Social norms on cultural reciprocity enable people to deal appropriately with humbugging, taking the stress out of money management and family well-being. |

Desk Top Research and Qualitative Analysis of Service Delivery Trends Apparent from the CYWR Initiatives

| STREAMS | WELFARE REFORM OBJECTIVES | Inputs Programs/Services | OUTPUTS | OUTCOMES | | |
|---------|---------------------------|---------------------------------------|--|--|--|--|
| | | | | Short term | Medium term | Long term |
| | jobs & training. | Work Opportunities Network (Mobility) | Employment support program that connects people to job opportunities within and outside of their community. | People are starting to engage in the local or external (orbiting) labour market, reducing welfare dependency. People start building confidence, self-esteem and work behaviours that enable them to be productive and respected members of their local and broader communities. | People are increasingly engaged in the local or external (orbiting) labour market, further reducing welfare dependency. People are gaining the confidence, self-esteem and work behaviours that enable them to be productive and respected members of their local and broader communities. | The social norm in the community is to prefer orbiting over welfare dependency. Unemployment rate comparable to the relevant benchmark. People have the necessary confidence, self-esteem and work behaviours. |
| | | Real Jobs (CDEP jobs transition) | Selected CDEP positions are converted into 'real jobs'. Mentoring and support for people taking up these jobs. | All CDEP positions that can potentially be converted are identified. New 'real jobs' are starting to become available to local Indigenous people through the conversion process. | The majority of these CDEP positions have been converted and are filled by a local indigenous person. People successfully take up the created positions and start to develop ideas about their career path. | All identified CDEP positions have been converted and are filled by a local indigenous person. People have been able to progress in their career path, leading to new entry level opportunities for local indigenous people. |
| | | Job Readiness Training | Support program to complement vocational training. | Job readiness is recognised as a critical success factor in enabling people to move away from welfare dependency and into employment. Employment service providers start to address literacy, language and numeracy skills as well as work ethics in conjunction with vocational training. | Improved average skill levels around literacy, language and numeracy as well as work ethics contribute to an increased success rate of people taking up job opportunities. | People have the necessary skills and work ethics to successfully take up job opportunities. Available education and role modelling provide sufficient momentum to maintain a normalised employment environment. |

| STREAMS | WELFARE REFORM OBJECTIVES | Inputs Programs/Services | OUTPUTS | OUTCOMES | | |
|--------------------------------|--|---|--|--|-----------------------|---|
| | | | | Short term | Medium term | Long term |
| Reposition Government Services | Realign Government services to support the above | Normalisation of Government service delivery. | Services are responsive to FRC commissioners Services are better coordinated Service levels are adequate Services that act as barriers to welfare reform are removed. Interim services that are bridges to welfare reform are established Services are 'indigenised' Control over services is localised. | Services reviewed | Services repositioned | Normalised service delivery in comparison to comparable non-Indigenous communities. |
| | | | |  | | |

| | |
|-----------------|--|
| Stream | <i>Economic Opportunity</i> |
| Priority | <i>Creating employment opportunities</i> |

| Project / Activity | Stakeholders | Constraints |
|--|---|---|
| <p><i>Work Opportunity Network (mobility):</i></p> <p>Initiatives that support Indigenous people from the CYWR sites to seek employment outside their community.</p> | <ul style="list-style-type: none"> • Residents of the 4 WR communities between the ages of 16 and 64. • JSA's | <ul style="list-style-type: none"> • Training • Upskilling • Work experience (opportunities) • Home ownership (enabling orbiting) • (lack of) Central coordination • Incentives and support • (current) Cultural expectations • Education (numeracy and literacy) |

OUTCOMES

| Short term | Medium term | Long term |
|---|--|---|
| <ul style="list-style-type: none"> • People are becoming aware of the possibilities of orbiting and supported to pursue available options. • People are starting to engage in the local or external (orbiting) labour market, reducing welfare dependency. • People start building confidence, self-esteem and work behaviours that enable them to be productive and respected members of their local and broader communities. | <ul style="list-style-type: none"> • Individuals and the wider community consider orbiting as a viable and culturally respectful option. • People are increasingly engaged in the local or external (orbiting) labour market, further reducing welfare dependency. • People are gaining the confidence, self-esteem and work behaviours that enable them to be productive and respected members of their local and broader communities. | <ul style="list-style-type: none"> • The social norm in the community is to prefer orbiting over welfare dependency. • People are engaged in the local or external (orbiting) labour market, resulting in an unemployment rate comparable to the relevant benchmark. • People have the necessary confidence, self-esteem and work behaviours that enable them to be productive and respected members of their local and broader communities. |

MEASURABLES / INDICATORS

| Lead | Lag |
|---|--|
| <ul style="list-style-type: none"> • # People orbiting/on mobility programs employed outside community compared to • % of people orbiting who were on CDEP/unemployed/not in labour force | <ul style="list-style-type: none"> • Unemployment rate • Employment to population ratio • % population on income support • Median household income |

| | |
|-----------------|-----------------------------------|
| Stream | Economic Opportunity |
| Priority | Creating employment opportunities |

| Project / Activity | Stakeholders | Constraints |
|--|--|--|
| <p><i>Real full-time jobs (CDEP jobs transition):</i></p> <p>Selected CDEP positions will become real full-time jobs creating opportunities for local community members to be employed under normal employment arrangements.</p> | <ul style="list-style-type: none"> • JSA's (CDEP providers) • Residents in selected CDEP positions • Residents capable of filling selected CDEP positions | <ul style="list-style-type: none"> • Australian Government positions identified for transition • Queensland Government positions identified for transition • Entry level potentially (too high) |

| |
|-----------------|
| OUTCOMES |
|-----------------|

| Short term | Medium term | Long term |
|---|---|--|
| <ul style="list-style-type: none"> • All CDEP positions for conversion are identified by the Tripartite Partners and local leaders. • New 'real jobs' are starting to become available to local Indigenous people and they receive the mentoring and support needed to successfully take up these jobs. | <ul style="list-style-type: none"> • The majority of the selected CDEP positions have been converted and are filled by a local indigenous person. • People successfully take up their 'real job'. • Based on their individual capabilities, people start to develop ideas about their career path and receive the necessary support to be successful in their job. | <ul style="list-style-type: none"> • All CDEP positions that qualify to be converted to a 'real job' have been identified, converted, and are filled by a local indigenous person. • People have the necessary skills and work ethics to successfully take up job opportunities.. • People have been able to progress in their career path in line with their capability, leading to new entry level opportunities for local indigenous people. |

| |
|---------------------------------|
| MEASURABLES / INDICATORS |
|---------------------------------|

| Lead | Lag |
|--|---|
| <ul style="list-style-type: none"> • # AG positions identified and # transitioned • # QG positions identified and # transitioned • % Participants who have transitioned by: 31/12/08; 30/6/09; 31/12/09 • % Jobs filled with local indigenous people | <ul style="list-style-type: none"> • # Positions becoming vacant because people progress on their career path, resulting in entry level opportunities for other individuals • Median household income |

| | |
|-----------------|--|
| Stream | <i>Economic Opportunity</i> |
| Priority | <i>Creating employment opportunities</i> |

| Project / Activity | Stakeholders | Constraints |
|--|--|--|
| <p><i>Job Readiness:</i></p> <p>While job opportunities within and outside of the community may exist, preparing people for taking up employment requires specific training and support (next to vocational training) to negate the lack of work experience and work ethics.</p> | <ul style="list-style-type: none"> • JSA's • MPower • Schools (medium to long term) | <ul style="list-style-type: none"> • Linking training opportunities to real potential employment opportunities. • (lack of) Work ethics • Multi-generational unemployment • (lack of) Real job opportunities |

OUTCOMES

| Short term | Medium term | Long term |
|---|--|--|
| <ul style="list-style-type: none"> • Job readiness is recognised as a critical success factor in enabling people to move away from welfare dependency and into employment. • Employment service providers start to address literacy, language and numeracy skills as well as the work ethics in conjunction with vocational training. | <ul style="list-style-type: none"> • Improved average skill levels around literacy, language and numeracy as well as work ethics As a result the rate of people successfully taking up job opportunities within or outside of their community is increasing. | <ul style="list-style-type: none"> • People have the necessary skills around literacy, language and numeracy as well as the work ethics to enable them to successfully take up job opportunities within or outside of their community. • Available education and role modelling provide sufficient momentum to maintain a normalised employment environment. |

MEASURABLES / INDICATORS

| Lead | Lag |
|--|--|
| <ul style="list-style-type: none"> • # People participating in job readiness training compared to the potential population • % Participants successfully completing job readiness training | <ul style="list-style-type: none"> • # People moving into 'real jobs' after training • # People still in these jobs after 6 months |

| | |
|-----------------|---|
| Stream | <i>Social Responsibility and Well-being</i> |
| Priority | <i>Rebuilding social norms and restoring Indigenous authority</i> |

| Project / Activity | Stakeholders | Constraints |
|---|--|---|
| <p><i>Family Responsibility Commission (FRC):</i></p> <p>New statutory authority aimed at restoring socially responsible standards of behaviour through early intervention.</p> <p>The FRC determines whether individuals have breached any obligations that are attached to welfare payments: making sure children attend school, being a responsible parent, criminal offences and abiding by tenancy agreements.</p> | <ul style="list-style-type: none"> • All welfare recipients residing in the 4 WR communities who breach one or more of the FRC triggers around child safety, school attendance, lawful behaviour and responsible tenancy. • Service providers the FRC can refer people to. | <ul style="list-style-type: none"> • Legislation enabling the FRC. • Availability of support services the FRC can refer people to for assistance. • Community perception of the FRC • (lack of) Co-operation and active opposition by community members • Case load • Administrative challenges around verifying jurisdiction • (lack of) Appropriate IT solutions • Alignment between improved social outcomes/behaviour and funding to local councils |

| OUTCOMES | | |
|---|--|---|
| Short term | Medium term | Long term |
| <p><i>Also see Mainstream Tenancy, Student Case Management and CIM</i></p> <ul style="list-style-type: none"> • Required legislation is put in place to support the establishment of the FRC. • People who breach any of the four FRC triggers are called to the FRC for a conference to discuss their situation and breach(es), take up the (local) support services they are referred to, and take up responsibility for themselves and their family. • The FRC rebuilds and promotes respect for local indigenous leadership. | <p><i>Also see Mainstream Tenancy, Student Case Management and CIM</i></p> <ul style="list-style-type: none"> • Start of transitioning the FRC to locally based mechanisms, showing an increase in and respect for local Indigenous leadership. • There is evidence that social norms are changing for the better with people taking responsibility for their children's education and wellbeing and the house they live in. • Crime rates are decreasing. • Emerging champions of success (people who have successfully gone through the system). | <p><i>Also see Mainstream Tenancy, Student Case Management and CIM</i></p> <ul style="list-style-type: none"> • Strongly reduced role for the FRC, ultimately leading to the FRC no longer being needed. • Parents take full responsibility for their children's education and wellbeing. Children are safe, well cared for and attend school. • Crime rates are in line with comparable (remote) communities. • Commissioners/Justice Group members are seen as role models and embody Indigenous authority in the community. • Normalised (referral) services. |

| MEASURABLES / INDICATORS | |
|--|--|
| Lead | Lag |
| <ul style="list-style-type: none"> • FRC conference attendance rate • FRC Order/Agreement rate • % Clients subject to >1 agency notification • Total # of clients who are on Personal Responsibility Agreements (referred to support services). • % Clients complying with their case plan or order • % FRC repeat clients • % Population breaching one or more triggers • School attendance rates • # children at risk and/or actually harmed | <ul style="list-style-type: none"> • Crime rates, including alcohol offences • Hospitalisation rates for assault • Child protection substantiations • Breaches of domestic violence orders |

| | |
|-----------------|---|
| Stream | <i>Social Responsibility and Well-being</i> |
| Priority | <i>Building stronger individuals and families</i> |

| Project / Activity | Stakeholders | Constraints |
|---|--|---|
| <p><i>MPower (previously FIM)</i></p> <p>Money management system especially designed to meet the particular needs of individuals and families seeking to manage their incomes to achieve their life goals and consistently meet their basic material needs (food, shelter, education, etc.)</p> | <ul style="list-style-type: none"> • All individuals and families in the 4 WR communities • Cape York Partnerships • Family Responsibilities Commission | <ul style="list-style-type: none"> • Quality facilities (opportunity hubs) • Staff accommodation • Access to Financial Counsellors • Access to Centrelink |

OUTCOMES

| Short term | Medium term | Long term |
|--|---|--|
| <ul style="list-style-type: none"> • Individuals and families start to understand the need to consistently meet basic material needs (food, clothing, shelter, education). • People have access to and receive assistance with banking services (online/telephone). • People start engaging with MPower as a means to tackle addictions (alcohol, drugs, gambling). • Participation in MPower enables people to deal with inappropriate cultural reciprocity (humberging). | <ul style="list-style-type: none"> • People are taking care of the needs of their immediate family members and are starting to find ways to still support their extended family (cultural reciprocity). • People are increasingly able to access banking services without assistance. • People are increasingly able to use money management as a means to deal with addictions and inappropriate cultural reciprocity. • People start to build assets (e.g. whitegoods, furniture, etc.) and realise aspirations through disciplined money management. | <ul style="list-style-type: none"> • Financial independence and responsibility through saving and disciplined money management. • People consistently ensure their immediate family's basic needs are met. • People are able to save for necessary whitegoods, furniture, educational needs, etc. • Social norms on cultural reciprocity enable people to deal appropriately with humberging, taking the stress out of money management and family well-being. |

MEASURABLES / INDICATORS

| Lead | Lag |
|--|---|
| <ul style="list-style-type: none"> • # participants • # participants using IBank assisted • # participants using IBank unassisted • # individual coaching sessions held • # family coaching sessions held • % of participants with an MPower plan • % of participants with an MPower plan that meet their goals • % of FRC referrals that take up MPower • % of population on income support using MPower | <ul style="list-style-type: none"> • # individuals and families that understand their basic needs and successfully meet these needs • % Households with required whitegoods (fridge, freezer, etc.) |

| Stream | Social Responsibility and Wellbeing | |
|---|---|--|
| Priority | Building stronger individuals and families | |
| Project / Activity | Stakeholders | Constraints |
| <p><i>Wellbeing Centres:</i></p> <p>Provide holistic, systemic and community based approach to treating drug and alcohol addiction and related mental health co-morbidities, and addressing family violence and gambling.</p> | <ul style="list-style-type: none"> All individuals and families in the 4 WR communities. Family Responsibilities Commission Health clinics Queensland Health Royal Flying Doctors Service Men's/Women's Groups Councils Cape York Partnerships Schools | <ul style="list-style-type: none"> Quality facilities Appropriate staff Support services Community control/ownership. Alignment to Welfare Reform principles and programs. |
| OUTCOMES | | |
| Short term | Medium term | Long term |
| <ul style="list-style-type: none"> Wellbeing centres are introduced to support people with issues such as drug and alcohol abuse, mental health and emotional and social wellbeing. Wellbeing centres start to take (FRC) referrals. | <ul style="list-style-type: none"> Transition to community control/ownership based on a funder-purchaser-provider model. All FRC referrals are followed up in a timely manner. People start to self-refer and take up available support around substance abuse, mental health, and emotional and social wellbeing. | <ul style="list-style-type: none"> The community has the capacity to support people with issues such as drug and alcohol abuse, mental health and emotional and social wellbeing so that they can get better and live a full positive life. |
| MEASURABLES / INDICATORS | | |
| Lead | Lag | |
| <ul style="list-style-type: none"> # Clients accessing services (type of service) # and Type of services provided (e.g. group activities, individual support etc.) # Clients referred for individual support by the FRC (including repeat referrals); self-referrals; other referrals # and Type of referrals to other services % Clients who develop case plans % Self-referred clients % Positive client progress reports to the FRC | <ul style="list-style-type: none"> % Clients no longer requiring WBC services # Local indigenous people employed | |

Figure 3 Program Logic – snippets
 Sourced from: (Cape York Institute For Policy & Leadership, 2012)

17 Annexure F – Questionnaire for interviews

You have been selected for consultation/interview regarding the evaluation of service delivery. Your selection has been based on your knowledge of your program/service and how it is delivered to the four Cape York Welfare Reform communities. We have been advised you will be able to explain, detail and example service delivery in the following key areas.

Note: CYWR service delivery goal is the rebuilding of social norms including supported self-help services, such as the service delivered/provided by you. Services should be provided to assist individuals to meet normal behavioural expectations and responsibilities. Service should be delivered in a way that does not assume responsibility for things normally undertaken by individuals or families.

Where noted, views should be based on your agency and your general perception of service providers in the four CYWR communities and/or the community you are based.

Service coordination and collaboration

This looks at how services are aligned within the community and the relationships you have with the various services and how you work together towards ensuring services are delivered to assist individuals and not assume responsibility or promote dependency.

Coordination and collaboration could include:

Established relationships between service providers

Processes i.e. cross departmental meetings, that support working in harmonisation with other service providers

Barriers and facilitators

This looks at what barriers are in place that prevent you from working towards the provision of self-help services and/or what enablers are in place to assist you to be work in sync with the CYWR goal on service delivery.

Barriers or enablers could include:

People thinking they know best for individuals;

Lack of information;

Service/program staff time and approach;

Service/program focus on outcome measurement; and

Standards, methods and/or processes put in place that support individual empowerment and responsibility.

Service availability

This looks at what services are provided and/or you feel that there is a need to be provided to support the CYWR goal on service delivery.

Service standards

This looks at what standards, guidelines and or mechanisms are in place that govern your approach to service delivery i.e. the formal or informal policies and procedures.

Other

This looks at what monitoring and reporting techniques are used for service delivery.

General

1. Does your service have an understanding of the expectation to align service delivery arrangements in the local community to optimise support for the CYWR trial?

Service coordination and collaboration

1. How well are services aligned with and responding to referrals made by the FRC? Are there mechanisms or processes for collaboration, such as doing joint case conferencing or similar in place?
2. Are services better coordinated/synchronised/matched when compared to pre-2008? If not, why not?
3. Are services working together better than before the CYWR? i.e. sharing information more?

Barriers and facilitators

1. Do any existing services or service components act as barriers to individuals/families taking responsibility? If so, how? And how could they be reformed or changed further?
2. Are any services facilitating or supporting individuals taking responsibility? If so, how?
3. How much have service providers modified their ways of operating to support the CYWR philosophy?

Service availability

1. Are there service gaps in terms of types of services needed to support Welfare Reform? If so what are the gaps?
2. Are there service gaps in terms of levels of service provided?

Service standards (agency view only)

1. Do you have formal service standards or guiding principles or other mechanisms which guide your delivery approach? If yes, what are they?
2. Do you assess your performance against the standards/principles/mechanisms? If yes, is it in a formal or informal manner? Please describe the process?
3. Do the standards/principles/mechanisms contain any criteria which contribute towards more pro-active use of services by clients under the Trial?
4. To what degree is your approach to service delivery driven by National or State direction or local needs and opportunities?

Other

1. What are options for conducting ongoing monitoring and reporting?

18 Annexure G – Aurukun program/service providers & funding organisations³⁸

- | | |
|-----------------|---|
| 1. ACT for kids | Abused Children Trusts for kids |
| 2. AQIS | Australian Quarantine and Inspection Service |
| 3. ASC | Aurukun Shire Council |
| 4. CDEP | Community Development Employment Projects |
| 5. CEA | Career Employment Australia (Pathways) |
| 6. CJG | Community Justice Group |
| 7. COAG | Council of Australian Government |
| 8. CSC | Cook Shire Council |
| 9. CYAAA | Cape York Aboriginal Australian Academy |
| 10. CYI | Cape York Institute for Policy and Leadership |
| 11. CYPfWR | Cape York Partnerships for Welfare Reform |
| 12. CYRHF | Cape York Regional Health Forum |
| 13. CYWR | Cape York Welfare Reform |
| 14. CYWRPO | Cape York Welfare Reform Program Office |
| 15. DCS | Department of Corrective Services |
| 16. DEEDI | Department of Employment, Economic Development and Innovation |
| 17. DEEWR | Department of Education, Employment and Workplace Relations |
| 18. DERM | Department of Environment and Resource Management |
| 19. DET | Department of Education and Training |
| 20. DEWHA | Department of Environment, Water, Heritage and the Arts |
| 21. DLGP | Department of Local Government and Planning |
| 22. DoC | Department of Communities |
| 23. DATSIMA | Department of Aboriginal and Torres Strait Islander and Multicultural Affairs |
| 24. DoC (ATSIS) | DoC (Aboriginal and Torres Strait Islander Services) |
| 25. DoC (CCSQ) | DoC (Community Capacity Service Quality) |
| 26. DoC (ChS) | Doc (Child Safety) |
| 27. DoC (CPP) | DoC (Communities Property Portfolio) |

³⁸ (Commonwealth of Australia, 2011)

| | |
|----------------|---|
| 28. DoC (H&HS) | DoC (Housing and Homelessness Services) |
| 29. DoC (S&R) | DoC (Sport and Recreation) |
| 30. DoHA | Department of Health and Ageing |
| 31. E&TC | Employment and Training Committee |
| 32. EPA | Environmental Protection Agency |
| 33. EQ | Education Queensland |
| 34. FaHCSIA | Department of Families, Housing, Community Services and Indigenous Affairs |
| 35. FCPHC | Family Centred Primary Health Care |
| 36. FIS | Family Intervention Services |
| 37. FRC | Family Responsibilities Commission |
| 38. HACC | Home and Community Care |
| 39. HAT | Health Action Team |
| 40. IBA | Indigenous Business Australia |
| 41. ICC | Indigenous Coordination Centre |
| 42. ILC | Indigenous Land Council |
| 43. JAG | Justice and Attorney General |
| 44. JSA | Job Services Australia |
| 45. LAG | Local Advisory Group |
| 46. LL&N | Literacy Language and Numeracy |
| 47. LPO | Local Program Office |
| 48. MPower | Money management program replaced Family Income Management (FIM) |
| 49. NPW | National Parks and Wildlife |
| 50. ORIC | Office of the Registrar of Indigenous Corporations |
| 51. PCYC | Police Citizens Youth Club |
| 52. PLO | Police Liaison Officer |
| 53. PWD | People with Disability |
| 54. QH | Queensland Health |
| 55. QPS | Queensland Police Service |
| 56. RAATSICC | Remote Area Aboriginal and Torres Strait Islander Child Care Advisory Association |
| 57. RFDS | Royal Flying Doctor Service |

| | |
|-------------------|--|
| 58. RILIPO | Remote Indigenous Land and Infrastructure Program Office |
| 59. ROC | Regional Operations Centre |
| 60. RSD | Remote Service Delivery |
| 61. SBAT | School Based Apprenticeship Traineeship |
| 62. SET | Student Education Trusts |
| 63. TMR | Transport and Main Roads |
| 64. VoH (Village) | Opportunity Hub |
| 65. VPG | Vocational Partnership Group |
| 66. WBC | Well Being Centres |
| 67. WRLIC | Welfare Reform Local Implementation Committee |
| 68. WRPO | Welfare Reform Program Office |

19 Annexure H – Stakeholder consultation list

| Department/Name | Position/Locality |
|-------------------------------------|--|
| Social Responsibility Stream | |
| FRC | |
| Sharon Newcomb | Principle Case Manager Cairns based |
| Rob White | Registrar Cairns based |
| David Glasgow | Commissioner Cairns based |
| Dellis Gledhill | Local Coordinator Aurukun based |
| Ada Woolla | Commissioner and Councillor Aurukun based |
| Doris Poonkamelya | Commissioner Aurukun based |
| Edgar Kerindun | Commissioner Aurukun based |
| MPower – CYP | |
| Bernardine Denigan | CEO Cairns based |
| Janelle Sim | Co-Design Manager Cairns based |
| Rosalin Sipirok | MPower Coach Aurukun based |
| Libby Morgan | Consultant Aurukun based |
| Harold Ludwick | Opportunity Hub Manager Aurukun based |
| RFDS - WBC | |
| John Borkowski | Team Leader Aurukun based |
| Jonathan Korkaktain | Team member Aurukun based |
| Allison Brown | Manager, Mental Health - WBC Cairns based |
| Jennifer Hunter | Business Manager - WBC Cairns based |
| HACC | |
| Kristene Friend | HACC Manager Aurukun based |

| | |
|---|---|
| Economic Opportunity Stream | |
| Community Enterprises Australia CEA | |
| Damien Nuku | CDEP Manager Aurukun based |
| Education Stream | |
| Aurukun School | |
| Patrick Mallett | Principal Aurukun based |
| Cape York Aboriginal Australian Academy | |
| Claudine Wiesner | SCM Framework Project Manager Cairns based |
| Local Government / Other / Support | |
| Health | |
| Josh Stafford | Acting Director Nursing Aurukun based |
| Police | |
| Daniel Swan | Acting Sergeant Aurukun based |
| Corrective Services - Probation & Parole | |
| Genni Hartley | Assessment & Case Manager Aurukun based |
| Nicole Norris | Reporting & Compliance Manager Aurukun based |
| Council | |
| Derek Walpo | Mayor - Aurukun Shire Council Aurukun based |
| John Japp | CEO - Aurukun Shire Council Aurukun based |
| ROC / ICC | |
| Andrew Hewitt | ROC Department Manager Cairns based |
| John Harvey | Section Manager ROC Cairns based |
| Carly Jia | Indigenous Engagement Officer Aurukun based |
| Viddy Jermacans | Acting Government Coordination Officer Aurukun based |
| IMPAXSIA | |
| Annie Holden | Evaluation Advisor |

| | |
|-----------------|--|
| Partners | |
| CYI | |
| Johan Volkerink | Manager CYWR Pentagon Cairns based |
| FaHCSIA | |
| Kim Grey | Section Manager Performance & Evaluation Canberra based |
| Judy Putt | Criminology Advisor Canberra based |
| Nathalie Baxter | Performance & Evaluation Branch Canberra based |

20 Annexure I – Final forum consultation list

FORUM PARTICIPANTS

| | INDIVIDUAL | ORGANISATION |
|----|--------------------|--|
| 1 | Katrina Beattie | Indigenous Employment, Land and Infrastructure, DATSIMA |
| 2 | Terry Davidson | Executive Director, FNQ Region, Department Of Education, Training & Employment (DETE) |
| 3 | Christopher Cliffe | Manager Primary Health Care, RFDS |
| 4 | Jennifer Hunter | Wellbeing Centres RFDS |
| 5 | Jon Borkowski | Team Leader - Wellbeing Centres RFDS Queensland Section |
| 6 | Duncan Murray | Group CEO For Cape York Institute |
| 7 | Deborah Hancock | Office Of Aboriginal And Torres Strait Islander Health Dept Of Health And Ageing, Brisbane (via teleconference) |
| 8 | Tim Albers | Office Of Aboriginal And Torres Strait Islander Health Dept Of Health And Ageing, Brisbane (via teleconference) |
| 9 | Damian Blunden | Government Coordination Officer Regional Operations Centre - Cairns FAHCSIA |
| 10 | Danielle Toon | CEO Of Cape York Aboriginal Australian Academy |
| 11 | Claudine Wiesner | Project Manager Cape York Aboriginal Australian Academy |
| 12 | Nancy Johns | Associate Enterprise Development Manager Enterprise Management Group |
| 13 | Kevin White | Indigenous Enterprise Development Officer Regional Services Department Of State Development, Infrastructure And Planning |
| 14 | Johan Volkerink | Cape York Institute For Policy And Leadership |
| 15 | Sharon Newcomb | Family Responsibilities Commission |
| 16 | Peter Searston | Department Of Human Services Northern Queensland |
| 17 | Kathleen Lakatos | Department Of Human Services Northern Queensland |
| 18 | Megan Irving | EMG.ITEC Employment Services |
| 19 | Ken Schaumberg | FNQ Region, Department Of Education, Training & Employment (DETE) |
| 20 | Janelle Sim | Co-Design Studio Manager Cape York Partnerships |
| 21 | Kristine Mansia | Department of Justice |
| 22 | Grant Trewenack | Department of Aboriginal and Torres Strait Islander and Multicultural Affairs |
| 23 | Michael Limerick | Consultant for the evaluation report |
| 24 | Brian Platz | Cairns, Qld Police Service |
| 25 | Penny Guthrie | A/Senior Client Service Manager Remote Communities Housing Service Centre |

| | INDIVIDUAL | ORGANISATION |
|----|-------------------|--------------------------------------|
| 26 | June Pearson | Deputy Mayor Hope Vale Shire Council |
| 27 | Peterson Opio | CEO Bamanga Bubu Ngadimunku Inc |
| 28 | Elizabeth Grady | CEA Office Manager |
| 29 | Ray Lennox | AFP, FRC |
| | HOSTS | |
| 30 | Judy Putt | FAHCSIA |
| 31 | Nathalie Baxter | FAHCSIA |
| 32 | Chris White | Migration Plus |
| 33 | Jayne Davies | Migration Plus |
| 34 | Peter Senior | Migration Plus |