

EXECUTIVE SUMMARY

The Shire of East Pilbara has some outstanding opportunities associated with the mining industry that are attractive to families, yet there are some essential lifestyle challenges that impact on current residents of Newman and prospective residents moving to the town. This report focuses on youth and family and children's services and the social amenities, activities and local organisations which are a key component contributing to improving liveability of Newman. The report outlines the research study that was conducted to assess current services and service gaps, the key findings of that research and the recommended infrastructure and governance options stemming from the research conclusions.

Extensive research of service delivery, map and gap analysis and consultation with service providers, agencies, NGOs and local community groups was conducted to identify gaps in the Shire's youth and family and children's services. The research project found that the foremost issue relating to service delivery in Newman is a lack of awareness among the community of the available services, and the lack of a referral centre where the community can easily make contact with services and community activities, and where all service funders, providers and deliverers can lodge their information to enable the community to more easily access services in the town. Other related issues include the need to improve youth facilities and services; a lack of coordinated services planning in Newman; a lack of community input into service planning and delivery; attracting and retaining staff; and inter-service delivery interruptions, primarily due to staffing issues. Improving infrastructure and governance are identified as the two key elements of the service delivery that are crucial to addressing all these issues.

Based on the research study, this report presents several infrastructure and governance options for improving youth and family and children's services in Newman and the Shire. A critique of the options is also presented, concluding that developing new infrastructure and enhancing service delivery through better governance is the best way forward. Specifically, it is recommended that a large scale multi-purpose facility, encompassing youth and family and children's services, offers the greatest potential for addressing the service issues identified, and if coupled with an innovative governance model, the greatest scope for sustainable, and continuously improving, service delivery.

The research project found that the foremost issue relating to service delivery in Newman is a lack of awareness among the community of the available services



NEWMAN: THE HEART OF THE EAST PILBARA

The Shire of East Pilbara is the largest Shire in the southern hemisphere covering an area larger than the State of Victoria. In the 2011 Census the population of the Shire was 17,148 up from 10,716 in 2006, making it the fastest growing Shire within Australia. The main town of Newman is the sub-regional centre of the Shire of East Pilbara, with a total population of 6,035 residents in 2013. The town is the hub in the Shire from where many services are delivered within Newman and surrounding communities. The nearest population centre is Port Hedland some 450 kilometres distant.

Newman is fast becoming an inland growth centre that contains a significant Aboriginal population and a large number of non-Australian born residents, making the provision of youth and family and children's services a key priority in this isolated community. As part of the Shire's Economic Development and Tourism Strategy, attracting and encouraging new residents to live in Newman and form part of the community requires community infrastructure that is going to meet the needs of current and new residents of all ages. Youth and family and children's services have been nominated by the Shire as vital to attracting new business and supporting economic growth within the Newman community. As Newman transforms from "working town" to a town focussing on its community, the development of community facilities that provide a range of services responsive to community needs is considered important. There are some youth and family and children's services and facilities within the community, but they are not coordinated within one location or related locations.

At present, the town is serviced with a primary care hospital and allied health services. The health services

provided in Newman are quite extensive and supported by private general practitioners. There are a number of government agencies established in Newman providing services including a wide range of services delivered to the Indigenous community. A number of non-government organisations (NGOs) including the YMCA, World Vision, Newman Neighbourhood Centre, Newman Mainstreet Project, Newman Day Care Centre, Newman Women's Shelter Inc., East Pilbara Independent Support Inc. (EPIS) and Pilbara Joblink are well established in Newman and have made significant investments committing to Newman. Newman is also well serviced by schools providing support into youth activities, some allied health services and youth transition to work.

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UNDERSTANDING SERVICE DELIVERY AND SERVICE GAPS

The delivery of services to Newman must connect to the current state government policy. The West Australian State Government's policy prefers to deliver services through NGOs where possible. The basis for supporting NGOs is their strong link to the community and involving community input into service planning and service delivery. Service delivery must also acknowledge the restrictions associated with government program directions, including limitations of budget and managing risk when determining gaps or demand for services.

In order to better understand the existing youth and family and children's services in the Shire of East Pilbara, a research study was conducted to identify the gaps and recommend improvement in services in Newman. The project involved a needs analysis with respect to developing facilities, and investigated whether or not the facilities should be in the form of a central hub or in other forms, for the benefit of youth and family and children's services in Newman.

THE OBJECTIVES OF THE RESEARCH WERE TO:

- Map the youth and family and children's services that currently exist in the Shire of East Pilbara, particularly Newman;
- Ascertain the gaps with services and service providers, and the reasons for these disparities in services; and
- Identify best practices for service delivery for the Shire's communities, based on key performance indicators for the sector, and comparison and benchmarking with other similar communities.

THE OUTCOMES OF THE RESEARCH WERE TO:

- Propose infrastructure developments that will improve service delivery; and
- Recommend a governance model to manage and sustain youth and family and children's services now and into the future.

The research study involved extensive primary and secondary data collection and analysis, including service provider workshops, surveys and individual interviews; agency and NGO interviews; local community group interviews; research on State and Federal Government policy implications; analysis of benchmarking and service delivery KPIs across all levels of government; research on successful models that may be applicable to Newman; individual community discussions; and analysis of statistics and data.





THE UNDERLYING NEED: A youth, family and children's services centre

In Newman there are a number of services available within youth and family and children's services, including a good representation of government agencies and NGOs. The underlying problem to service delivery, however, which is also central to many of the key issues identified in the research study, is the lack of a referral centre where the community can easily make contact with services and community activities and where all service funders, providers and deliverers can lodge their information. The key issues include a lack of community awareness of, and access to, services; the need to improve youth facilities and services; a lack of coordinated services planning in Newman; a lack of community input into service planning and delivery; attracting and retaining staff; and inter-service delivery interruptions, primarily due to staffing issues. A summary of target issues¹ in services and service delivery, drawn from the research findings, is presented in Table 1. Additionally, under the current service model that applies in Newman, each service funder or provider arranges their own methods of service delivery. The research showed, however, that there is limited coordination between the services within this model. Issues around local network development, community development, and workforce attraction and retention also stem from this fragmented service delivery approach.

1. A broad range of issues were identified in the research study; some are only relevant to specific services and situations, and are beyond the scope of this report to address. Importantly, the issues discussed in this report represent the underlying themes that consistently emerged from the data, that have the greatest impact on all stakeholders, and that if addressed will have maximum impact on improving the youth and family and children's services sector in Newman. Full details of the research findings are contained in the research study support documents.

TABLE 1: TARGET ISSUES WITHIN THE YOUTH AND FAMILY AND CHILDREN'S SERVICES SECTOR

1. INFRASTRUCTURE

- A. No building for delivery of broad ranging services, no referral centre, lack of access to community information and services.
- B. Shortage of consulting rooms, spaces for private sessions and conducting programmes.
- C. Deficiency for technology enabled service via video conferencing/Internet link facilities.
- D. Existing facilities such as The Beach and Newman Neighbourhood Centre have limited capacity for their services, and are unable to expand their programme offerings in their current premises.

2. YOUTH DEMOGRAPHIC (12-25 YEARS)

- A. Lack of a youth centre with a variety of spaces and programmes for youth; lack of support networks.
- B. Insufficient number and quality of activities for youth; lack of diversity of programmes, limited offerings to different age groups within the demographic.
- C. Inadequate health and wellbeing services, specifically regarding mental health, drugs and alcohol, smoking, sexual health, counselling, after hours services, and crisis housing and services.
- D. Lack of youth participation in services planning and programming; no structure for young people to engage with agencies and input to decision making.
- E. No strategy for retaining key youth support networks and service workers.

3. CHILDREN AND FAMILY

- A. Lack of family support, parenting services and programmes, networks for young mothers, and adult education programmes.
- B. Insufficient support for antenatal/share care and post natal services.
- C. Insufficient day care and crèche services.
- D. Insufficient preschool education and early childhood interaction with service providers.
- E. Lack of continuous services in schools e.g. in the areas of occupational therapy, speech pathology and psychology, largely due to staffing issues.
- F. Lack of support, programmes and housing to address issues associated with families in crisis.

4. LOCAL NETWORK AND COMMUNITY DEVELOPMENT

- A. Inadequate integration of service delivery within the community and lack of a flexible service delivery model that supports Indigenous, non-indigenous and FIFO community members.
- B. Lack of community involvement in planning and development of services, activities or events; lack of community involvement in community programmes.
- C. Shortage of programmes, activities, services and groups to support multicultural and linguistically diverse community members, and enable them to access youth, family and children's services.
- D. Lack of NGOs in the Shire and limited building facilities from which to deliver services and fill current service gaps; no policy to attract NGOs to the Shire and limited building facilities from which to deliver services.
- E. Lack of community organisations that can provide activities, learning or hobbies; lack of assistance to establish such organisations and develop events or activities.
- F. Shortage of volunteerism in the community and no process to encourage volunteerism.

5. SERVICE DELIVERY AND WORKFORCE

- A. No continuous review of community needs for services; insufficient opportunities for client and community feedback to improve services.
- B. Lack of coordination and collaboration between service providers regarding service delivery and learning from service delivery experiences.
- C. Deficiency in influential advocacy to address services gaps in the Shire of East Pilbara across all government agencies and NGOs.
- D. Delays to, and interruptions of, service delivery, generally related to staffing matters.
- E. Limited opportunities for use of technology to enable service delivery.
- F. Difficulties in attracting and retaining staff; high staff turnover rates; no models for workforce cooperation.
- G. Lack of career pathways locally; lack of training programmes for local services; lack of professional development opportunities for staff.

6. GOVERNANCE OF YOUTH AND FAMILY AND CHILDREN'S SERVICES

A. Lack of comprehensive and responsible body with resources to advocate or initiate resolution of issues, and with capacity for implementing local coordination and facilitation of services that liaises with all government agencies, NGOs and local groups.

DEVELOPING INFRASTRUCTURE & IMPROVING SERVICE DELIVERY

The key to improving youth and family and children's services in Newman is clearly to invest in infrastructure, as this would address the key service delivery issues and gaps identified as affecting this sector and liveability in the town. Based on community consultation and research of successful models that may be applicable to Newman, three infrastructure options are proposed; (1) design and build a large scale multi-purpose facility that encompasses youth and family and children's services; (2) design and build two smaller scale buildings, one as a youth facility and the other for family and children's services; or (3) redevelop, redesign and/or relocate existing youth and family and children's services buildings/facilities. The concept of the first option is a state-of-the-art, technologyenabled large scale multi-purpose facility, with a variety of spaces and design features that enable the delivery of a wide range of services, programmes, and activities, all conveniently located to each other. The second option is similar to the first, with the distinction of youth facilities separate from family and children's services for a more dedicated focus on each, and the third option revolves around developments to existing services and facilities such as expanding, redesigning or relocating existing buildings. These three options are outlined in Table 2 on the following pages.

Of the options, the first one has the greatest scope for extensive facilities, services, programme offerings and improving the coordination and delivery of services. The development of a community facility for youth and family and children's services would provide not only a referral centre for services, but also establish the "natural" place for residents or visitors in the community to attend if they are seeking information

or receiving services. Establishing the facility as such would address the issues of coordination in service planning and delivery, and the uncertainty within the community as to what services are provided and where they are provided from. A key issue identified through the research is the need for a youth facility that is the focal point for youth where a wide range of services and activities, including allied health services, are available. If the proposed community facility were to be designed and built as a large scale multipurpose facility, encompassing all youth and family and children's services, these issues of improving youth facilities and services would also be addressed. The facility could provide broader support to agencies and NGOs too, by providing spaces for service delivery, and enable the community to use the centre as a place where they can conduct a range of community based well-being activities.

The key to improving youth and family and children's services in Newman is clearly to invest in infrastructure



TABLE 2: SUMMARY OF INFRASTRUCTURE OPTIONS

	INFRASTRUCTURE				
	Option 1	Option 2	Option 3		
	Design and build a large scale multipurpose facility that encompasses youth and family and children's services.	Design and build two smaller scale buildings, one as a youth facility and the other for family and children's services.	Redevelop, redesign and/or relocate existing youth and family and children's services/buildings/facilities.		
Best opportunity:	Greatest scope for extensive facilities, services, programme offerings and improving the coordination and delivery of services.	Greatest scope for developing extensive and dedicated youth facilities near to, but separate from, children and family facilities.	Making use of existing facilities and current services.		
Greatest challenges:	Building design and operations, given the inclusion of all youth and family and children's services in one facility; funding opportunities.	Design and construction of two separate build- ings with distinct services that are still connected and coordinated for stakeholders involved in both areas.	Physically locating the facilities near to each other, establishing a 'hub' centre, ensuring coordination of services from different buildings and capacity to offer broad ranging services.		
Potential design features	 Reception area and offices Chill out/respite area for adults Commercial grade kitchen and toilet amenities, central to all areas of the building/s Crèche with playground and outdoor spaces (e.g. with sandpit) Children's play areas (to be supervised by parents) Day care facilities Multipurpose large rooms (with centralised storage and available for hire) e.g. - 1x Multimedia technology equipped room for seminars, workshops, education programmes etc - 1x Soft flooring room for dance, music, martial arts groups etc - 1x Activity room with table and chairs set-up for crafts and other activities Multipurpose small rooms, for meetings and consultations, also for hire Youth drop-in /chill out centre Accommodation block e.g. for visiting specialists and service providers Crisis accommodation 				
Potential programme and activity offerings	 Mums and bubs, 0-12 months; Toddler play time 1-3 years old; Kids 3-4 years old After school programmes, children 5-12 years old School holiday programmes Crèche Play groups, toy library, music, arts, dance etc Pregnancy and parenting workshops, classes etc. linked with antenatal education and Ngala Drop-in centre for youth – events, activities, programmes After school and school holiday programmes for youth Services for homelessness, after hours services for youth Men's health and services Employment and training initiatives Drug and alcohol support services Crisis accommodation and emergency relief (e.g. domestic violence) Services for people who are frail, aged and/or with a disability Incorporation of primary and allied health care into services – referral centre and coordination of specialists to the Shire and/or use video conferencing to give residents access to health professionals Indigenous health Wellbeing and mental health services 				
	Wellbeing and mental health services	and avants community groups are sports habbia	s, recreation, arts, culture, music etc, volunteering		

DEVELOPING INFRASTRUCTURE & IMPROVING SERVICE DELIVERY

Fundamental to service delivery is the governance framework within which service funders, deliverers and providers operate. Based on the research findings, three options are identified:

- (1) implement a governance model with a coordinating body that is a local community based board comprised of representatives from, and supported by, service funders, providers and deliverers, and community stakeholders
- (2) implement a governance model involving a coordinating body that is a locally incorporated community group, or
- (3) continue the current model of service delivery, with each service funder/provider arranging their own method of service delivery. These options are outlined in Table 3 on the following page. The two options involving the implementation of a new coordinated governance model would enable better planning for service funders, deliverers and providers, as well as establish a forum for advocacy, addressing staffing issues, and active community input, engagement and development.

One potential model for creating a comprehensive governing body (option 1) for service delivery is the Community Resource Centre (CRC) framework. The West Australian State Government has indicated its strong interest in supporting Community Resource Centres (CRCs) as a primary local model for local coordination of services, both economic and social. The strength of the CRC is it provides a local coordinating body made up of a local community based Board which connects with all service funders, providers and

deliverers of services. The local CRC Board can also act as an NGO and deliver services appropriate to the local community. As representatives of the local community, the CRC is able to innovate and make decisions on service delivery to meet the service funder outcomes or local community activities, with service delivery likely to be more cost effective and responsive to local community needs.

The second option of a community group that is locally incorporated would involve the formation of a new group in Newman who facilitates coordination of service delivery using their own resources and efforts. This group would invite service funders and deliverers to participate in the initiative and work towards improving service and community activities delivery. The group would also undertake advocacy on behalf of the Newman community. This initiative could be undertaken based on a newly incorporated organisation that may initially have the support of the Shire of East Pilbara to assist in its establishment. The research study found a number of examples of such a model, and a particular example where the local council is a strong supporter of the project and assists on an annual basis. The incorporated body would establish its own constitution, directions and deal direct with all levels of government or NGOs assisting in the delivery of services and providing coordination of service delivery at the local level.

...responsive to local community needs.



TABLE 3: SUMMARY OF GOVERNANCE OPTIONS

	GOVERNANCE			
	Option 1	Option 2	Option 3	
	Implement a governance model with a coordinating body that is a local community based board comprised of representatives from, and supported by, service funders, providers and deliverers, and community stakeholders.	Implement a governance model involving a coordinating body that is a locally incorporated community group.	Continue the current model of service delivery, with each service funder/provider arranging their own method of service delivery.	
Best opportunity:	Greatest scope for addressing local network, community development, service delivery and workforce target issues.	Good scope for addressing local network, community development, service delivery and workforce target issues.	Continuing current elements of service delivery that are successful and seeking the support of key people and existing networks to address the target issues.	
Greatest challenges:	Initial planning, establishment and implementation of the coordinating body.	Initial planning, establishment and implementation of the locally incorporated community group.	Truly addressing the target issues within the current model if service delivery arrangements continue to be fragmented.	
Potential model	Community Resource Centre (CRC) framework	Locally incorporated organisation		

THE WAY FORWARD: New infrastructure coupled with comprehensive governance

Improving infrastructure and governance are clearly the two key elements of youth and family and children's services that are crucial to addressing current issues and sustaining the services into the future.

Based on the three infrastructure options:

- (1) a multi-purpose facility;
- (2) two smaller facilities; or
- (3) the use of existing facilities

and the three governance options:

- (1) a coordinating governing body;
- (2) a locally incorporated community group; or
- (3) the current service delivery model there are nine different possible combinations of the two elements. These options are presented in Table 5.

In evaluating the combined options it is evident that a combination of infrastructure (1) and governance (1) - a large scale multi-user facility coupled with a coordinated service delivery and governance model - has the greatest potential to address the target issues, and thereby achieve extensive and effective improvement to youth and family and children's services. In the design of new infrastructure there is a great opportunity to develop state-of-the-art, technology-enabled facilities, provide a much-needed referral centre for the community, and offer a broad range of services which community members can easily access. Implementing service delivery through the establishment of a coordinating governance body, comprised of representatives from, and supported by, service funders, providers and deliverers, and community stakeholders would provide a high level community process for service planning and delivery, and community input, enabling continuous improvement for the delivery of social and community services within the Newman community. A key benefit of this collaborative and coordinated governance model is that it has the greatest potential to address the target issues associated with local network development, community development, service delivery and the services workforce. The model would provide a forum for advocacy and for developing strategies to attract and retain staff, and address any other staffing issues.

Other infrastructure and governance combinations have good potential to achieve improvements in youth and family and children's services too, with the extent to which target issues can be addressed varying by the extent of infrastructure versus governance change. Some options have clear benefits for specific services and target groups, such as infrastructure (2), combined with governance (1) or (2), which would potentially have the greatest improvements for youth, with a new dedicated youth facility and focus on support networks, programming, and avenues for youth participation in services and planning. It is also apparent that several of the combined options are not viable or have limited potential to achieve improvements; services delivered from new infrastructure are unlikely to operate effectively under the existing service delivery and governance model, and equally, major changes to the governance and service delivery approach are unlikely to have a significant impact on improving services and addressing the target issues without infrastructure changes.

Improving infrastructure and governance are clearly the two key elements of youth and family and children's services that are crucial to addressing current issues and sustaining the services into the future.

TABLE 2: SUMMARY OF INFRASTRUCTURE OPTIONS

INFRASTRUCTURE	FRASTRUCTURE			
Option 1	Option 2	Option 3		
Design and build a large scale multipurpose facility that encompasses youth and family and children's services.	Design and build two smaller scale buildings, one as a youth facility and the other for family and children's services.	Redevelop, redesign and/or relocate existing youth and family and children's services/buildings/facilities.		
Large scale facility, with a coordinating governing body.	Two facilities, with a coordinating governing body.	Existing facilities, with a coordinating governing body.		
Potential to address target issues: 1A-D, 2A-E, 3A-F, 4A-F, 5A-G, 6A	Potential to address target issues: 1A-D, 2A-E, 3A-F, 4A-F, 5A-G, 6A	Potential to address target issues: 1B-D, 2A-C, 3A, 4A-F, 5A-G, 6A		
EXTENSIVE IMPROVEMENT: Greatest scope for effectively addressing all issues across infrastructure, programming and governance themes.	GOOD IMPROVEMENT: Scope to address all issues across both infrastructure and governance themes.	SOME IMPROVEMENT: Scope to address some issues, mostly related to governance themes.		
Large scale facility, with a locally incorporated community group.	Two facilities, with locally incorporated community group.	Existing facilities, with a locally incorporated community group.		
Potential to address target issues: 1A-D, 2A-E, 3A-F, 4A-F, 5A-G, 6A	Potential to address target issues: 1A-D, 2A-E, 3A-F, 4A-F, 5A-G, 6A	Potential to address target issues: 1B-D, 2A-C, 3A, 4A-F, 5A-G, 6A		
GOOD IMPROVEMENT: Scope to address all issues across both infrastructure and governance themes.	GOOD IMPROVEMENT: Scope to address all issues across both infrastructure and governance themes.	SOME IMPROVEMENT: Scope to address some issues, mostly related to governance themes.		
Large scale facility, with the current model of	Two facilities, with the current model of service	Existing facilities, with the current model of		
service delivery LIMITED VIABILITY: New facility unlikely to operate effectively with current service delivery model	delivery LIMITED VIABILITY: New facilities unlikely to operate effectively with current service delivery model	service delivery LIMITED IMPROVEMENT: Use of existing facilities and current service delivery model is unlikely to achieve significant improvements to services and service delivery		
	Design and build a large scale multipurpose facility that encompasses youth and family and children's services. Large scale facility, with a coordinating governing body. Potential to address target issues: 1A-D, 2A-E, 3A-F, 4A-F, 5A-G, 6A EXTENSIVE IMPROVEMENT: Greatest scope for effectively addressing all issues across infrastructure, programming and governance themes. Large scale facility, with a locally incorporated community group. Potential to address target issues: 1A-D, 2A-E, 3A-F, 4A-F, 5A-G, 6A GOOD IMPROVEMENT: Scope to address all issues across both infrastructure and governance themes. Large scale facility, with the current model of service delivery LIMITED VIABILITY: New facility unlikely to operate effectively with current service	Design and build a large scale multipurpose facility that encompasses youth and family and children's services. Large scale facility, with a coordinating governing body. Potential to address target issues: 1A-D, 2A-E, 3A-F, 4A-F, 5A-G, 6A EXTENSIVE IMPROVEMENT: Greatest scope for effectively addressing all issues across infrastructure, programming and governance themes. Large scale facility, with a locally incorporated community group. Potential to address target issues: 1A-D, 2A-E, 3A-F, 4A-F, 5A-G, 6A GOOD IMPROVEMENT: Scope to address all issues across both infrastructure and governance themes. Large scale facility, with a locally incorporated community group. Potential to address target issues: 1A-D, 2A-E, 3A-F, 4A-F, 5A-G, 6A GOOD IMPROVEMENT: Scope to address all issues across both infrastructure and governance themes. Large scale facility, with the current model of service delivery LIMITED VIABILITY: New facility unlikely to operate effectively with current service delivery		

RECOMMENDATIONS FOR ACTION

Based on the findings of this project, it is apparent that infrastructure and governance are the two key elements of service delivery that are central to addressing the target issues within youth and family and children's services in Newman and the Shire of East Pilbara, and therefore bettering those services. The overall recommendation of this report is that the best way forward for the youth and family and children's services sector and the Newman community, is to develop new infrastructure and enhance service delivery through a coordinated governance model. In particular, the recommendation is for the development of a specific purpose-built facility operating as a referral centre for all youth and family and children's services, and offering provision of services, which will increase community awareness of and access to the services, improve planning, development, coordination and delivery of these services, and provide opportunities for new community initiatives within the context of this sector.

With regards to service delivery and governance, the existing approach of service providers operating largely in isolation of each other sees limited coordination between the services. A new approach is, therefore, recommended, involving a coordinating body that is a local community based board comprised of representatives from, and supported by, service funders, providers and deliverers, and community stakeholders. This approach will offer considerable benefits by enabling service funders, deliverers and providers to collaboratively plan and improve service delivery, and provide a forum for advocacy, addressing staffing issues and active community input, engagement and development. Most importantly, for both new

infrastructure and a new governance approach, it is crucial that all stakeholders have significant input into the design, development and implementation of these elements, in order to achieve a complete model that best fits Newman and the communities of the Shire of Fast Pilbara.

