



Shire of East Pilbara

Report into Youth
and Family &
Children's Services
Delivery – Nullagine

March 2014



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Introduction

Nullagine is classified as one of the very remotest communities in Australia (Source: ABS - SA1). In this diverse and complex community, providing reasonable service standards to sustain liveability in Nullagine involves building community independence and assistance in developing Nullagine's own community capacity. As Nullagine has a separate history, both in economic and social infrastructure, it does not share many of the characteristics of the other communities in the Shire of East Pilbara.

Nullagine's very remote location means there has to be a level of community capability and infrastructure which is paramount to enable the community to function when it is isolated, particularly during the wet season. There also needs to be some consideration of future developments as mining moves closer to the community. The expansion of mining in the vicinity of Nullagine is likely to provide benefits but also there are likely to be implications and spin offs which will affect the Nullagine community.

Services and public infrastructure to sustain the community and business is core to improving the liveability of the community. Providing appropriate infrastructure allows the community to develop its own form of recreation and entertainment and have a location whereby services can be easily delivered in a positive and healthy environment. Infrastructure also provides opportunities for young people to have a sense of place and face the many different social and emotional issues quite significantly different than their urban counterparts. The provision of key well designed public infrastructure substantiated by increased services and community support will provide significant positive spill overs to community liveability and spirit.



Objectives of Youth and Family & Children's Services Project

The objectives of the project are outlined below:

| Objective | Objective | Comment |
|--|---|--|
| 1 Identify gaps in services | Ascertain the gaps with services and service providers and the reasons for these disparities in services | In Nullagine there are a number of services which are not delivered and this is readily acknowledged by service providers. The reason given is there is no facility from which the services can be delivered. This lack of service delivery applies to the whole population and the young people in the community. |
| 2 Identify best practise for service delivery | Research the methods of service delivery and where possible establish benchmarks, key performance indicators and relevant government policy to provide high standards for improved service delivery as part of any recommendation | The Nullagine community suffers from a lack of services which service providers have indicated is due to the lack of public buildings for service delivery in Nullagine. The existence of the Population Health (WA) Multi-Disciplinary Team Insert which supports health and allied health services to the Nullagine community provides an avenue to be more connected to the community. However, the Nullagine community should also participate in the broader Shire of East Pilbara planning for service delivery and community capacity building. |
| 3 Recommend models for service delivery | Undertake research to form models that provide a method of service delivery suitable for communities in the Shire of East Pilbara | Developing a best practice model for Nullagine for service delivery and community capacity building requires consideration of providing appropriate facilities as locations for service delivery. This may be achieved by assessing existing facilities to be retrofitted or extended, joint use with other agencies or new facilities. Any feasibility for facilities proposed for the Nullagine community should be planned as having multi-purpose capability to fit many of the requirements within the community. The model of service delivery needs to be reviewed on the basis of service providers having access to a building(s) that is suitable for their needs. |
| 4 Recommend development of infrastructure | Propose infrastructure developments that will improve service delivery | The first infrastructure priority for the Nullagine community is the development of appropriate community facilities / buildings that combines all of prerequisites for service delivery needs and community requirements. Any facility redevelopment or new facility should consider provision for an evacuation centre. |
| 5 Propose a governance model(s) for continuous improvement | Recommend provision for governance to sustain the youth, family and children's services into the future | The governance issues relating to the Nullagine community are to manage public facilities / buildings where appropriate through a single group (such as the Nullagine Community Resource Centre) and who can also act as a referral centre for services. |

Methodology of Youth and Family & Children's Services Project

This report is intended as a brief summary of the project, its aims, methodologies and key findings. It is intended to provide actions and directions for immediate implementation. More detailed information, background data and other extended discussion issues, results and conclusions is contained in separate documents available on request.

The project consisted of two overlapping stages. The first stage involved mapping the services, service providers and the gaps. The second overlapping stage involved identifying the improvements required for services to the Shire of East Pilbara based on establishing models, benchmarks, key performance indicators and opportunities through government policy.

| | | |
|----------|-------------------------------------|--|
| 1 | Research and data collection | Involved service provider workshops, surveys and individual interviews; agency and NGO interviews; local community group interviews; research on State and Federal Government policy implications; establishment of any benchmarking or identification of service delivery KPIs of all levels of government; research on successful models to assist in implementing the project; individual community discussions; analysis of statistics and data. |
| 2 | Analysis and identification of gaps | Identified gaps in various services and links to government policy; community development initiatives that might contribute to liveability, infrastructure or services. |
| 3 | Preliminary findings report | Reported to service providers and Steering Committee a summary of key gaps and general directions to enable review for comment. |
| 4 | Draft Report | Recommendations, actions and priorities for infrastructure needs; service improvement in service delivery; various models that might apply to service delivery and a local model for governance of the youth, family and children's services sector based on best practice for the Shire of East Pilbara; identification of alignment with government funding in order to achieve long term support for any recommendations if possible. |
| 5 | Community comment | Presentation of final draft report for community comment to seek the views and comments on the report. Discuss directly with key groups affected by the recommendations. |
| 6 | Final Report | Finalise report for presentation to Council including background supporting documents. |

Outcomes and Supporting Research

1. Background

The delivery of services to Nullagine and Marble Bar are currently provided through individual organisations including the WACHS, Population Health Multi-disciplinary Team, the Shire of East Pilbara and non-government organisations (NGOs) such as EPIS, who provide special single issue services. Nullagine has a resource centre with a single Board based out of Marble Bar.

The Western Australian State Government policy enables every citizen of the state to have access to all services. Of most concern to the Nullagine community is health and allied health services. Many of the current health and allied health services delivered into Nullagine is through Newman based state government offices, who are not only the funder and service provider but also the service deliverer. The primary deliverer of health and allied health services to Nullagine is through the WACHS and Population Health (WA) Multi-Disciplinary Team which provides the following services that include community mental health services, remote area nursing, general practice, visiting allied health services and community nursing.

Where other services are required, the preference of the Western Australian State Government is utilising NGOs capable of delivering the services, but often the NGOs are not present. In some instances, services can be delivered by a Community Resource Centre (CRC).

The Shire of East Pilbara also delivers services, primarily in youth and community services. The Shire of East Pilbara's contribution to youth services is exceptional. It has accepted services costs (as a local government service) and is one of the highest contributions in Western Australia. Other service providers include EPIS and services for the Indigenous community.

Policy Framework of State Government

The delivery of services to Nullagine and Marble Bar must be mindful of the current state government policy for service delivery. 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 involves community input into service planning and service delivery.

Service delivery must also recognise the restrictions associated with government program directions, including limitations of budget and managing risk when determining gaps or demand for services. State government services have the capability to deliver some services locally whereas other services may only be received from regional centres or through an established practice with specialised services delivered in Perth.

A recent review of the Community Resource Centre Network instigated by the Western Australian State Government indicates significant opportunities for development of Community Resource Centres (CRCs) as a model for delivery of services. The Western Australia State Government broadly supports the recommendations which include delivering government information, coordinating services and utilising CRCs as a planning and service delivery model. In the Pilbara, the review recommends expansion of the CRC system. One of the review recommendations supported by the Western Australian State Government is to work with local government to develop and implement the recommendations of the review.

Mapping and Gaps in Services

In Nullagine, the maintenance of services is critical. The key outcomes of the study have indicated the following which include:

- An inadequacy of coordination of services including bundling of services for more efficient service delivery
- A lack of coordinated data
- Information relating to accessing all local services is generally deficient
- In Nullagine, the availability of suitable spaces for service delivery appears to inhibit services being delivered.
- The absence of local input into service planning and delivery.

The recommendations to address the above mentioned is the basis for continuous improvement of services being provided to each community.

Paramount to addressing improvements to service delivery is a coordinated approach at the local community level that engages any input into service planning or service delivery. The CRC model would provide for a local systematic approach to continuously provide local input, referral and be the key point for the local community for information relating to accessing all services being provided within each community.

This approach will develop processes to address key issues of services that change, need to be added or reduced depending on local demand or circumstances.

The review of CRCs and the Western Australian State Government response to the review report indicates it will commence implementation in July 2014.

A local coordinated approach to service delivery and planning also acknowledge different methods of service delivery including delivery of services to the community, allowing clients to attend the respective adjacent major centres for services where there may be specialisation available; or by receiving services via ICT methods. The combination of service delivery methods will ensure the best possible and cost effective delivery of services available to each of the communities.

Service Delivery Models

It is imperative there is an appropriate service model that suits each community based on a sustainable and long term community capacity to participate in service planning and delivery. Services in this case do not simply mean the capacity to receive health, allied health, youth or other services but engage the community broadly in wellbeing events and activities and provide opportunities for the communities to be more involved in their future directions and wellbeing. Any model must achieve:

- Coordination
- Community input service delivery and planning
- The capacity of each community to act as a service deliverer.

The following models are available for consideration to enable service delivery:

a) The current model of service delivery

Each service funder arranges its own method of service delivery. The state government would primarily use the multi-disciplinary team, the Shire of East Pilbara would provide its own services and NGOs, such as EPIS, would continue to provide their own specialised services. The role of the CRC remains similar to present.

b) A coordinated model based on CRCs

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.

This model would involve an expanded role for the CRCs to represent the community in service planning and delivery, in line with the recommendation of the review of the Community Resource Centre network.

By utilising model (b), Nullagine and Marble Bar can establish their own CRC Boards comprising local people. Attendance at local CRC meetings could include each service deliverer responsible for the coordination of services (this includes state government, commonwealth government, Shire of East Pilbara or any NGO service) to be part of local service planning and delivery through the individual Boards at Nullagine and Marble Bar.

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. Each 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.

Administrative support

The increased role, expectation and expansion of local CRCs as a local coordinating group expanded to meet the expectations of the Western Australian State Government requires highly competent management support for the Boards at both Nullagine and Marble Bar.

The management support must cope with often comprehensive, complex and most achievable methods of service delivery, coordination and sustainability, addressing the needs and development of the future roles expected from CRCs and delivered both efficiently and effectively to each local community. This administrative role includes the key responsibility of working within the proposed funding model of “fee for services” included in the review recommendations.

It is suggested through the method of electing a Board for each of the two communities (and in Newman) a single executive officer be engaged and be responsible separately to each Board to deliver services appropriate to each community. This would enable small communities such as Nullagine and Marble Bar to have access to the most qualified executive officer to manage the overall program, with the support through a local officer based in each of the two communities of Nullagine and Marble Bar.

This approach would also provide a more coordinated approach to avoid inefficiencies and duplication which may otherwise occur in the Shire of East Pilbara.

2. Outcomes

The very remote nature of Nullagine and lack of suitable facilities mitigates the circumstances where adequate levels of service to Nullagine are generally less than what could be considered an acceptable level. It is important the government delivers services that support local communities and is reliable and provides much of the coverage of health and wellbeing services. Recommendations relating to the delivery of service revolve significantly around the provision of a new community facility.

However having a facility does not overlook the fact that many of the services are not delivered to Nullagine. Communities do best when there is substantial support through a range of services. This in turn can contribute to the capacity of Nullagine to achieve better community outcomes and results. The delivery of health, social and wellbeing services to Indigenous and non-Indigenous residents have major impacts which affect community sustainability.

The Population Health (WA) Multi-Disciplinary Team has an important role to play in ensuring appropriate services are available to the Nullagine community. However, one of the factors that appear to be limiting service providers to deliver services to Nullagine is access to a building from which to deliver services.

It is important the Nullagine community continue to access the broader planning undertaken within the Shire of East Pilbara which encompasses health, human and intervention services and any flow-on benefits for Nullagine.

In a community such as Nullagine it is therefore especially important that a range of services is provided, particularly for young people and families.

The Shire of East Pilbara is committed to improving the liveability standards of its residents and acknowledges the central role of the community in assisting to plan and deliver enhancements. A central role in service delivery is the Nullagine Resource Centre.

In developing services, it is important that access and consideration be given to using technology, particularly video conferencing services which enable individual residents to be easily in contact with service providers outside the Nullagine community.

As such, the development of flexible human service delivery models for Nullagine is a high priority and requires a collaborative partnership arrangement between service providers to obtain the best results for Nullagine.

Facilities

In order to assist in the improvement of service delivery, a business plan provides an opportunity to determine the best course of action and that addresses the feasibility of:

- Utilising existing buildings
- Sharing accommodation with existing organisations with buildings in Nullagine
- Consideration of upgrading or extending existing facilities
- Evaluating new facilities
- Provision of an evacuation centre

The recommendations associated with this report are as follows:

Recommendation 1

Ensure continuous improvement of services and service delivery to Nullagine.

Priority 1

| | |
|-----------------------|--|
| Beneficiary(s) | <ul style="list-style-type: none"> • Nullagine community • Young people • Service providers • Mining firms |
| Gaps Addressed | <ul style="list-style-type: none"> • Lack of sufficient services, particularly in mental health, which have a high priority for local communities or young people. • Delays initial assessments and treatment. • Addressing the SEIFA index of 962 for the Shire of East Pilbara (Census 2011) where below 1000 is considered disadvantaged (Note: Ashburton – 1057; Port Hedland – 1033) (Further information on the SEIFA Index – Note 1: see at end of this section) • Insufficient cooperation and inter-agency collaboration between service providers. • Models for service delivery do not always reflect community expectations. • Uncertainty of any links between health problems and the local environment. • Lack of use of video conferencing links. |

Objective:

To develop a regular commitment to review services and model of service delivery to actively ensure continuous improvements and access to services in Nullagine based on the CRC review.

Timeline Start

Group(s) Responsible

Action:

| | | |
|---|---------------|-------------------------------------|
| I. The Nullagine community discuss with the Population Health (WA) Multi-Disciplinary Team at least annually issues relating to continuous improvement of services to the Nullagine community | 1st July 2014 | Shire of East Pilbara (Facilitator) |
| II. That Nullagine community recommend the types of services and locations where other requisite services can be delivered to assist and address service improvements. | | |
| III. That the full use of ICT technology is investigated to assist service delivery improvements. | | |

Recommendation 2

Undertake a feasibility to review accommodation for delivery of services in Nullagine

Priority 2

- | | |
|-----------------------|--|
| Beneficiary(s) | <ul style="list-style-type: none"> • Nullagine community • Service providers |
| Gaps Addressed | <ul style="list-style-type: none"> • Lack of space for service providers • Service deliverers do not go to Nullagine because there is no facility. • Lack of meeting spaces • Lack of community locations for meetings of community groups • Lack of space for young people in Nullagine • No evacuation centre for the town • No safe water play area or swimming pool |

Objective:

Identify through a business plan (including a feasibility) to provide effective accommodation for delivery of services in Nullagine that includes better utilisation of existing buildings or new facilities where appropriate (the assessment to include provision for an evacuation centre)

Timeline Start

Group(s) Responsible

Action:

- | | | |
|---|---------------|---------------------|
| <ol style="list-style-type: none"> I. Undertake an assessment to identify existing spaces in Nullagine for service delivery including evaluation of new facilities for community and services delivery (an initial concept for a new facility is attached in Appendix 1). II. On agreement with the community, the Shire of East Pilbara should determine on supporting the concept proposal in principle subject to: <ul style="list-style-type: none"> • Approval of a final concept(s) and estimations for cost of construction. • Seek partnerships and arrangements for suitable funding (indications from government are for support for the proposal). • Agreement on the site (current Nullagine community preference is for the current tennis courts / basketball court site) | 1st July 2014 | Nullagine community |
|---|---------------|---------------------|

Action (continued) :

- II. Shire of East Pilbara agrees to fund the development of a concept for spaces for community and services delivery to provide more detail and costs with the final concept to be approved by the Nullagine community.
- IV. Subject to funding being obtained from government and the private sector, the Shire of East Pilbara determine on proceeding with implementation.
- V. Seek the approval of the Nullagine Community Resource Centre to manage the building spaces and establish a management agreement between the Nullagine Community Resource Centre and the Shire of East Pilbara for any building on Crown owned land. As part of the management process, the Nullagine Community Resource Centre should meet with all service providers and user groups at least annually.

Recommendation 3

Future use of Gallop hall

Priority 5

| | |
|-----------------------|---|
| Beneficiary(s) | <ul style="list-style-type: none"> • Nullagine community |
| Gaps Addressed | <ul style="list-style-type: none"> • A heritage listed building in the Shire of East Pilbara – Municipal Heritage Inventory that has some limitations. • Currently used for community purposes • Has maintenance issues • May have asbestos in building which may limit any redevelopment |

Objective:

To propose a use for Gallop Hall since the building is heritage listed in the Shire of East Pilbara – Municipal Heritage Inventory.

Action:

- I. In developing the concept plan for spaces set out in Recommendation 2, the future use of Gallop Hall to be included in considerations
- II. The community to be included in the deliberations for future management and operations including financial implications.
- III. On agreement of the Nullagine community on completion of concept planning for the building, any implications of the plan be discussed and negotiated with the Shire of East Pilbara.
- IV. The concept plan should address in the concept for future use, and since the building is listed under the Shire of East Pilbara – Municipal Heritage Inventory, any improvements may qualify under the state government Heritage Revolving Fund that can utilise the heritage building from an economic, social or environmental aspect.

Timeline Start

Subject to
1) above, to
commence in
2015

Group(s) Responsible

Shire of East
Pilbara

Recommendation 4

Link the development of services and community capacity to planning within the Shire of East Pilbara

Priority 3

- Beneficiary(s)**
 - Nullagine community
 - Service providers
- Gaps Addressed**
 - Lack of shire wide coordination of services.
 - Lack of consistency of service delivery.
 - Lack of information for services.

Objective:

To include Nullagine in shire wide planning for services.

Action:

- I. Implement a model to sustain services based on the CRC Review with a local Board linked to Shire model of administration.

Timeline Start

Group(s) Responsible

1st July 2014
Shire of East Pilbara
(Facilitator)

Recommendation 5

Increase the number of community events

Priority 4

| | |
|-----------------------|--|
| Beneficiary(s) | <ul style="list-style-type: none"> • Nullagine community |
| Gaps Addressed | <ul style="list-style-type: none"> • Lack of events contributes to local social problems. • Lack of sufficient sense of belonging to the community. • Boredom due to lack of things to do. • Lack of funds for staging events and too much reliance on community funding for events. • Lack of opportunities to attract visitors. |

Objective:

To encourage Nullagine community groups to develop local activities / events for the community.

Timeline Start

Group(s) Responsible

Action:

| | | |
|---|----------------|-----------------------|
| I. The Shire of East Pilbara to undertake increased marketing of the Community Assistance Grants Program to encourage the Nullagine community to increase community events and activities. | September 2014 | Shire of East Pilbara |
| II. At the end of the financial period (and before any consideration of a new contribution), the community organisation must provide evidence of the expenditure at the conclusion of year 1 prior to any application in a subsequent year. | | |

Note 1:

The four indexes in SEIFA are:

1. Index of Relative Socio-economic Disadvantage: is derived from Census variables related to disadvantage, such as low income, low educational attainment, unemployment, and dwellings without motor vehicles.
2. Index of Relative Socio-economic Advantage and Disadvantage: a continuum of advantage (high values) to disadvantage (low values) which is derived from Census variables related to both advantage and disadvantage, like household with low income and people with a tertiary education.
3. Index of Economic Resources: focuses on Census variables like the income, housing expenditure and assets of households.
4. Index of Education and Occupation: includes Census variables relating to the educational and occupational characteristics of communities, like the proportion of people with a higher qualification or those employed in a skilled occupation.

Although Census 2011 collected the same variables as Census 2006, some newly derived SEIFA variables have been considered (children in jobless families, unengaged youth), and a number of variables (related to household tenure, education and internet access) have had some definitional changes.

(Source: ABS)

Appendix 1

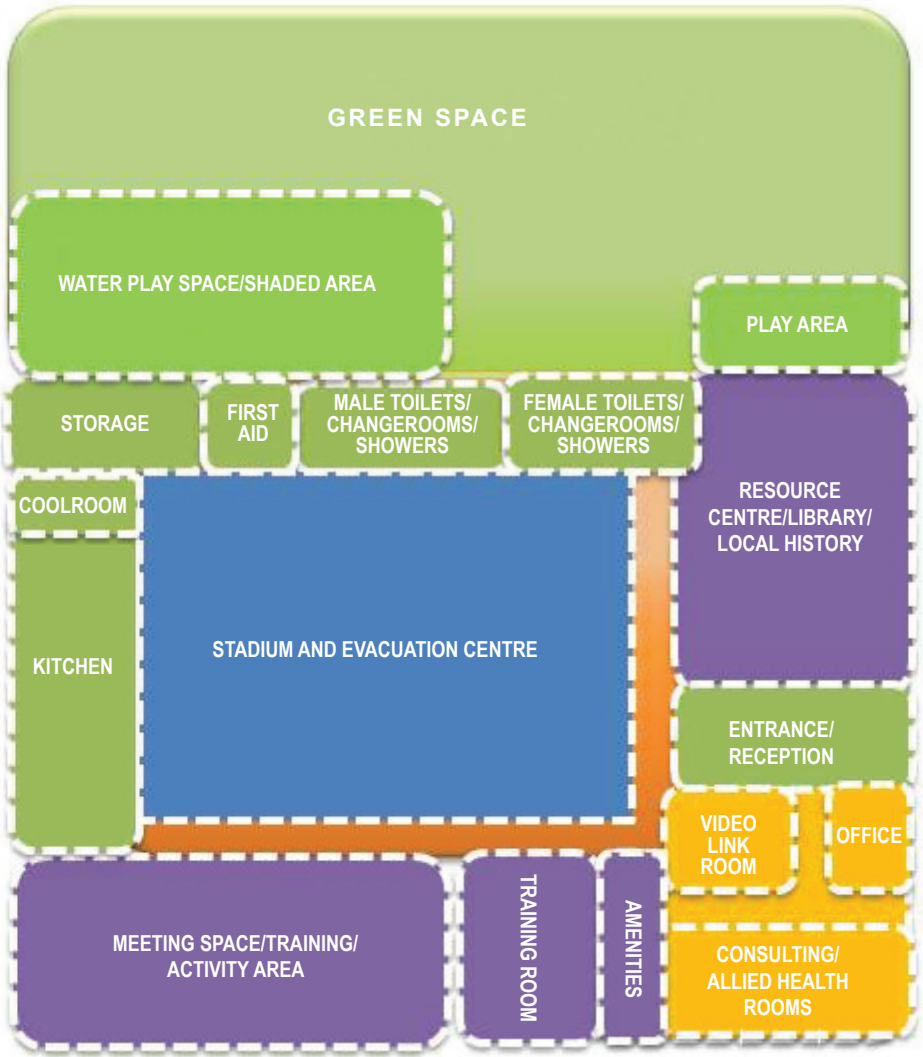
New Multi-Purpose Community Building (including evacuation centre)

One of the options for spaces in Nullagine to be considered is a community preference for a new community facility.

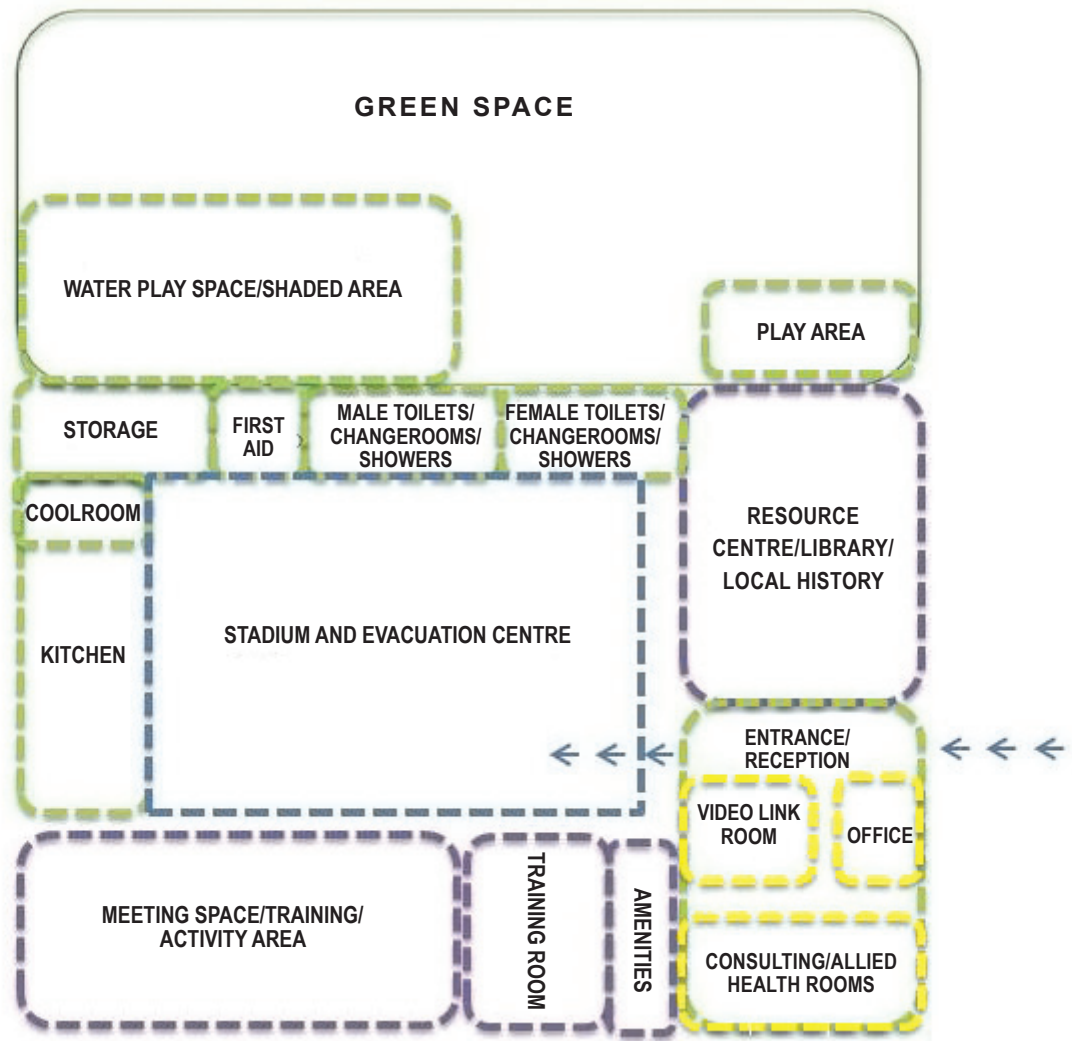
On embarking the community process, the Nullagine community had held several discussions prior to the commencement of this project around the first priority for the community being a new multi-purpose building. This decision was based on extensive community planning that occurred in Nullagine resulting in a report commonly known as the 'Blue Report' dated April 2013.

Any facility or building would include consideration of the following:

- i. An evacuation centre to provide for approximately 200 persons
- ii. The evacuation centre to be multi-purpose for community and recreation activities
- iii. Investigation of a water play area



Nullagine Community Development - Concept layout development



Nullagine Community Development - Concept layout flow diagram