

APPLICATION OF ENABLING STATE PRINCIPLES

IN THE DELIVERY OF YOUTH SERVICES

For
Social Policy Branch
Department of Premier and Cabinet

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Executive Summary

In March 2002, a research team from the Centre for Adolescent Health (Royal Children's Hospital) and the Youth Research Centre (The University of Melbourne) was appointed to undertake an investigation of the 'Application of Enabling State Principles in the Delivery of Youth Services'. This research was conducted for the Social Policy Branch of the Victorian Government's Department of Premier and Cabinet.

The aim of this report is to:

- Present findings of an investigation into the potential to apply enabling state principles to the delivery of youth services, drawing on Australian and international experience;
- Map pathways by which service users currently access government services and which reviews key transition points;
- Assess alternative models required within consideration of the enabling state principles.

Botsman and Latham's concept of 'the Enabling State' is pivotal in framing this research. Our work examines the international developments in thinking about the enabling state and community building. Much of this literature has appeared in the United Kingdom, where both the theory and practice of community partnerships with government have been explored. The literature also contains many examples of new Australian writing about an enabling state. According to Botsman, the key elements of these enabling state processes are:

- Government remains an all-important source of social support. There can be no withdrawal of resources; the focus is on redevelopment;
- It is communities, not bureaucracies who have a central role in defining, delivering and managing appropriate forms of social action; and
- Government funding and bureaucracies become servants of communities, not masters.

These principles present an argument for a change in governments' approach to communities and more specifically to the individuals within community. Government's role in resourcing communities to promote the health and wellbeing of young people and in the provision of services for young people requires re-thinking.

Regarding the national and international literature, there are two pertinent and related sets of questions:

- Firstly, when communities undertake projects that work with their own marginalised young people, what do they look like? How do they work? In order to sustain their projects, what do they require from government?
- Secondly, when governments put these principles into practice, what does it look like? For whom can/does it work? What conceptual company do the principles keep? How do they function on the ground? Regarding these arrangements, what is the experience of practitioners in communities?

The research team used four related methods to answer these research

questions.

1. A literature review on enabling state principles and community development. This also linked youth development and resilience literature to the concepts and ideas being generated by enabling state approaches;
2. Identification of individuals, agencies and organisations who were practising elements of enabling state principles;
3. Interviews with these groups and the development of case studies of practice and models exemplifying the enabling state principles;
4. A forum with key stakeholders to discuss key concepts related to enabling state principles and the implications for government and practice in communities.

Despite the enormous challenge that a shift towards enabling state principles would involve, we found strong evidence that this shift is already happening. The finding from interviews with practitioners and with policy makers and managers is that many aspects of enabling state principles are compatible with the directions that are already being taken. We were able to identify examples of youth services that illustrate these principles, and these are presented in the report. While these services are not in themselves 'models' of practice, they do contain elements that show the way forward, especially with reference to cross-sectoral collaboration, working with a holistic approach to youth and community and exemplifying development initiated from within communities (from the inside-out). It is also evident, at the community level, that there is awareness that integrating, connecting and advocating for youth 'upstream' can do much to mitigate problems experienced 'downstream' when the label 'at risk' is applied.

It is also acknowledged that there are many challenges to the development and implementation of enabling state principles to youth services. For example, the current focus on 'at risk' youth becomes less tenable from the new perspective, which focuses instead on the development of positive relationships within communities. The entrenched nature of thinking, of language and of ways of working in separate departments, disciplines and divisions itself constitutes a challenge to change.

The consultations and research that we undertook have generated far more information than can be presented in the scope of this report. In pulling this report together, we have taken the view that this is a starting point in the process of defining what it means to apply the principles of the enabling state to youth services. Our initial task was largely a conceptual one – of providing a guide through the current and emerging thinking, locally and internationally, about the enabling state.

We have investigated a broad literature, and have worked to overlay key concepts from this literature with 'what works' and 'what it looks like' from stories gathered from practitioners in communities. We have provided some examples of the initial workings of these principles in current youth services and programs. It is apparent that practitioners and policy makers alike are well disposed to facing the challenges of re-thinking all elements of practice. The concepts underlying the Growing Victoria Together initiative of the Government provide a strong base for developing enabling state principles and practices. Its recognition of the importance of community as a basis for Victorian civil society is fundamental to any moves toward joined-up solutions. The focus on social cohesion and reconciliation shifts the emphasis from a problem-based, individualised approach, towards advocacy, prevention, capacity building and enabling.

This report describes models of service delivery with young people, focusing on key principles for practical implementation. These include: joined-up approaches, community capacity building, youth participation and engagement, and intentional links with research and policy. The models that emerge through our work are based on an understanding of the processes that are integral to community programs and services for youth. The focus is on building bridges and sustainable relationships between services, programs, policy, research, community, government (local and State) and the private sector.

The research presented in this report identifies some serious barriers to taking the application of enabling state principles further. These barriers are both structural and cultural. The departmental structures that have traditionally administered youth services (education, health, social justice and others) have established a tradition of 'silo'-based systems. Other structures will need to be built and supported to create bridges and doorways between departments. At a cultural level, the separate languages that have grown up in the different disciplines and sectors (such as education, health, child protection, welfare, youth work and juvenile justice) can in themselves create barriers. Further study of these aspects of the environment would need to be undertaken in order to develop effective strategies for transforming our thinking about the way in which youth services are provided, about the nature of community action and the implications of using a 'wider lens' to evaluate effectiveness.

In the final section of this report we present implications of applying enabling state principles to youth services in Victoria, and provide recommendations for the implementation of this approach.

The core elements of the response relate to a change in:

- the way we talk about young people – from negative (or deficit approaches) to positive (more advocacy and celebratory);
- the way funding is delivered - from silo-based to community and from short term to long term;
- the way young people are viewed and responded to – from partial to holistic approaches;
- the accountability from government to community – using a broad evidence base and measuring capacity building.

The report provides a table of implications for policy, programs and practice for youth-focused organisations, including schools, youth services, non-Government organisations and community agencies, for parents and families, the media, local governments, and research organisations.

The final section of the report sets out recommendations for the State Government under the areas of:

- Defining good practice;
- Investing in people;
- Providing longer-term funding;
- Measurement; and
- Rethinking practice.

Introduction and Method

The project team consisted of Johanna Wyn and Ani Wierenga from the Youth Research Centre and Sara Glover and Mirian Meade from the Centre for Adolescent Health. The team conducted its work from April to June 2002.

Objectives and scope of the research

The study was commissioned to provide a report based on existing research that:

- presents findings of an investigation into the potential to apply enabling state principles to the delivery of youth services, drawing on Australian and international experience;
- maps pathways by which service users currently access government services and reviews key transition points; and
- assesses alternative models required within consideration of the enabling state principles.

The research project was implemented through five interrelated phases:

1. organisation of research program, literature search and preparation of draft literature review;
2. preparation for visits to youth services and key individuals;
3. data collection, conducting interviews with practitioners and policy makers, including conducting a forum (see Appendices A and B for lists of participants and informants);
4. data analysis: development of themes, case studies of practice and models; and
5. report preparation.

Organisation and literature search

This first phase involved the project set-up and team familiarisation with the national and international literature. It included negotiation of research details, collection of and familiarisation of all members of the research team with existing background material, conduct of a literature search and writing up of a summary. A draft literature review was prepared at this stage.

Preparation for visits

The second phase involved identifying organisations and individuals for interviews, contacting people and arranging visits. The development of data collection instruments (drawing on the Literature Summary) was also completed at this stage. The development of research tools was informed by the literature, which helped to define research questions that could be refined for use in field and define the people we wanted to interview.

We targeted social entrepreneurs with a youth focus (contacted through the newly evolved social entrepreneur network of Australia). The research team was intentional about speaking to some agencies and projects that were prevention focused as well as some that work with re-engaging young people who are already marginalised and alienated. Another category for selection were those organisations working with whole-of-community programs and finally

we sought a cluster of interviews focusing upon those who were specifically exploring joined up approaches. A full list of interviews is provided in Appendix A. There are considerable overlaps between these categories. All are focused upon capacity building within young people's lives, and most are intentionally capacity building within communities. Finally we sought to gain a better understanding of 'enabling government' and what this might look like. An interview with VicHealth, the key stakeholder forum and meetings with the Project Steering Committee provided further opportunity for exploration.

The goal of the interviews was to find out what key people thought about critical issues relating to enabling relationships between all levels of those involved in service delivery: government representatives, service providers and young people and their families. The research tools sought to identify movement of capital (financial, social, and/or human) at several levels – within and through communities, through (and involving) government agencies, and within the lives of individuals.

Data Collection

The data collection phase involved interviewing key people involved in the delivery of youth services who were identified as practising elements of enabling state principles.

These interviews provided information on existing practice, and on both facilitators of and barriers to the more extensive application of these principles. During this phase, descriptions of the organisation and ethos of different models of youth service were developed.

The preliminary analysis of this data was presented in a short discussion paper that described the key themes emerging in the research, including both the literature search and the interviews with practitioners. This paper was used as a basis for a forum attended largely by people involved in the development of youth policy and in the administration of youth services. The forum was used to test the thinking about enabling state principles that the research team had developed. It was also used to draw on the knowledge of the participants about the application of enabling state principles in the delivery of youth services. The participants in the forum were asked the following questions, that draw directly on the project brief:

1. How could an enabling state model make a difference to young people's lives (or to 'client outcomes')?
2. What type of funding or resource allocation models might be adopted and how could they operate, taking account of issues of accountability and options for pooled funding within and across portfolios?
3. What are the points of intersection with community services provided by different levels of Government and how, within the proposed models, could these be addressed?
4. Would it be conceivable to 'franchise' successful enabling state principles and apply them in different geographic or human service environments? What are the likely preconditions for fostering transferability?
5. What could a locally integrated set of support services for young people consist of? What scale of activity is most likely to facilitate adaptable and responsive community action?

A summary of the responses by participants in the forum to these questions is provided in Appendix C. These responses have informed all sections of the report, from descriptions to what is happening now, including both good and less desirable practice, and models of enabling state processes and recommendations.

Data Analysis

The project team met on a regular basis to facilitate the process of organising and analysing the data and integrating the findings from 'the field' with what had been learned from the literature review. The data analysis meetings focused on the following questions:

- what can we learn from patterns and specific instances?
- what are some common elements in practice/processes?
- what works and what is not working well?
- what are facilitators and barriers in state-agency-young people relations?
- what are key transition points and issues?

The analysis process involved the development of key themes about the shape, practice and sustainability of enabling state principles in the delivery of different youth services. These themes were ultimately refined to generate models of practice and a single model of enabling state principles as applied to youth services. Short case studies and narratives from our interviews were developed to illustrate the models and to document both individual experiences and organisational processes. The identification of case studies also assisted in the development of models.

The scope of and time permitted for this research project meant that these interviews offered a small sample upon which to assemble our ideas, implications and recommendations. The notable omission of young people and families from the sample is clearly a limitation to this work. Despite this, we believe that this is a unique contribution. While the literature contains many discussions of the concepts of enabling state principles and there is a lot of descriptive material available, we have not found any examples of models that are as developed as those presented in this report.

The remainder of this report is presented in five sections.

- Section 2: Enabling State: Themes from the literature, introduces the themes from the enabling state literature and summarises the central ideas that are being proposed in rethinking service delivery for young people.
- Section 3: 'At risk' young people and service delivery, examines the concept of 'at risk' and the silo-cultures of current patterns of service delivery. This section overlays the concepts from enabling state literature to propose new ways of thinking about service delivery for young people.
- Section 4: Themes from the field: What works, what helps and what gets in the way? draws on the interviews from the field to illustrate enabling state-like principles in action at a practical level. In doing so, we use case studies, scenarios and descriptions to illustrate what works and present the factors which help and which get in the way.
- Section 5: Models of enabling state processes: What could these look like?, builds on the grounded experience from the innovative programs in the field and proposes a conceptual model of the processes by which an enabling state can support community practices.
- Section 6: Implications and recommendations, provides a framework for action offering practical ideas for government and other sections of the community for the implementation of an enabling state model. We complete this report by presenting a further set of questions which we think are essential to extend our understanding of the application of enabling state principles to promote better outcomes for young people.

Enabling State: Themes from the Literature

This section provides a summary of the main themes from the literature of enabling state principles. A full literature review is supplied as a separate document titled 'Application of Enabling State Principles in the Delivery of Youth Services: A Literature Review'.

Botsman and Latham's (2001) work over the last decade has contributed to a growing level of critique of how social services in general are conceptualised, implemented and administered. They argue that there is a need to find more creative ways of spending the social wage. They point to the reality of escalating costs, and the evidence that traditional approaches to social services are not effective. In particular, they argue that cultures of dependence have been nurtured in a context where those groups in the community who are in need are not empowered to improve their own life situation. Botsman and Latham have proposed that new processes and structures, based on the concept of the 'enabling state' will be part of the solution. They base their exploration of enabling state around three principles:

- Government remains an all-important source of social support. There can be no withdrawal of resources; the focus is on redevelopment;
- It is communities, not bureaucracies who have a central role in defining, delivering and managing appropriate forms of social action; and
- Government funding and bureaucracies become servants of communities, not masters.

Although this literature is in its infancy, there is a large volume of work, much of which is focused on the related concepts of 'capacity building' and 'community development'. For this project, we have drawn on the following sources:

- Brisbane Institute, Enabling State series – these are practice-based community-level stories of 'what works' and chart the links between these.
- Social Entrepreneurs Networks (global, particularly Britain and US) - This literature focuses on leadership in community action using business methods to deal with social problems (small scale, networks, lateral thinking). According to Sanderson (2000:1), 'their hallmark is the way they add value to neglected community resources'.
- The work of Civic Entrepreneurs – One of the concepts that emerged from Mawson and Thompson's (Mawson, 2000a) seminars in Brisbane was the idea of the civic entrepreneur. 'Civic entrepreneurs' were public servants who understood micro-community politics and were capable of making things happen to ensure there were real outcomes on the ground. This addresses the issue of the interface between the macro level of policy and funding, and the micro level of community action and leadership - these people effectively function as human bridges between policy and community.
- Social Capital literature (Australian and international) – A healthy community is one which has high levels of social, ecological, human and economic capital, the combination of which may be thought of as community capital (Hancock, 1999: 275). Social capital constitutes the 'glue' that holds our communities together. It is related to the social cohesion in communities and is about tapping into the resources stored within relationships and ensuring people have equitable access to basic determinants of health and

education (Murray, 2000).

- The body of work surrounding the 'third way'. Briefly, if the 'first way' was looking to government to fix social problems, and the second way was to look to business to fix them, the third way is to look to community life, and community-led solutions (Latham, 2000; Shearer, 1999).
- Community Development and community capacity building literature – this literature is rapidly expanding and questions how government and communities work together – the concept of community becomes 'contested space'. Much of this literature is focused around disadvantaged communities, ethnic communities, and Aboriginal communities.

The main themes to emerge from this literature on the enabling state can be summarised as follows:

- Seek joined-up solutions to joined-up problems. Communities' issues need to be tackled using every possible resource (government, business and community);
- Back people, not structures. Individuals with passion and vision are the key to social change. We should consider new roles which link structures;
- Solutions to communities' problems can come from within. This is not 'top-down' or 'bottom-up' leadership but 'inside-out';
- Change happens through linking things that are not normally linked. Focus on creation of relationships - lateral and horizontal. Interface and networks are core business and human bridges are essential;
- Think locally and globally. Both solutions and problems have local expression and wider implications.

These general principles have been discussed with reference to various social services and problems. However, as yet few have made direct connections between the concepts and practice of the enabling state and the youth sector. Despite this, we found a number of connections between the emerging enabling state literature and youth 'issues' and services. For example:

- within the growing Australian youth literature that follows more sociological themes (eg the impacts of social change on young people, accessibility and inaccessibility of education and other services based on socioeconomic factors);
- youth participation literature;
- practice-based writing about 'what works' (trust, networks, relationships);
- youth and social exclusion literature (again particularly UK);
- youth and community work (being pioneered strongly in Scotland);
- with more global 'youth development' literature (particularly themes emerging from New Zealand and the US);

‘At Risk’ Young People and Service Delivery

This section of the report examines the current issues surrounding the language of ‘at risk’ and the problems with the current models of service delivery for young people. The section is arranged into three parts. The first part examines the concept of ‘at risk’ young people and questions the validity of this term within an enabling state framework. The second part discusses the problems associated with current approaches to service delivery with a critique of the silo-culture evident in many areas of practice. Throughout this section we emphasise the need for a redefinition of the problem and for shifting our focus from an individual young person to one which examines the social, environmental and economic contexts of young people’s lives. In the final part of this section we overlay the principles of the enabling state to signal very different approaches to the delivery of youth services, offering new ways to seek solutions.

The concept of ‘at risk’

The youth literature shows us that there are several ways in which young people are classified as being ‘at risk’, for example ‘at risk of not finishing school’, of ‘not finding a place in the labour market’, of ‘not being able to establish independent, autonomous lives’ (Dwyer and Wyn, 2001). There are many circumstances and conditions that may marginalise young people. Increasingly, policy and practice is moving away from the notion of young people ‘at risk’, towards the concept of creating supportive environments and communities that generate and support engaged and active young people (see for example Benard, 1996; Hawkins et al., 1992; Resnick et al., 1997; Withers and Russell, 2001). This concept involves a shift away from a focus on an individual young person and towards an understanding of young people’s connection with their community and the underlying issues involving whole communities. This requires a new focus on the ways in which social change has affected the relationship of young people to institutions such as education and work (see Dwyer, 2001) and to the social inequalities that structure young people’s opportunities very differently (see Wyn and White, 1997).

Current approaches to service delivery: silo-cultures

There is widespread acknowledgment at the policy level and on the part of practitioners that problems that young people experience have not been effectively addressed through past approaches to the delivery of youth services.

Through the course of the 20th Century, the administration of government segregated human needs into a neat set of functions and categories – education needs, health needs, transport needs and so forth... In practice though, this system has not been able to lift disadvantaged people and places out of their difficulties. The traumas of poverty – whether related to family life, health problems, inadequate skills or unemployment – do not occur in isolation from each other. The problem with the welfare state is the way in which it has arranged its services like a set of silos, with no common strategy between government agencies. Poverty is a whole-of-life problem demanding a whole-of-society solution (Latham, 2001:255-6).

This section of the report briefly maps the terrain of youth service delivery, and names some of the issues behind effective service delivery to all young people.

In Victoria, as in other States, most services continue to be delivered under

traditional models where:

- control resides with governments and providers, rather than with clients and users;
- generic services are provided in most cases; and
- user choice is not always optimal.

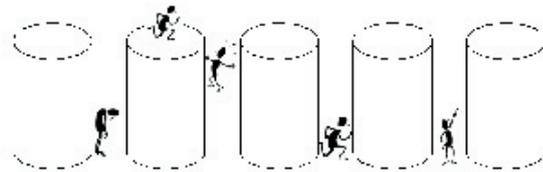
A central theme is the identification of the barriers presented by the 'silo approach' to service delivery. Silos remain a significant part of current practice, while recognising that many organisations who work with young people have developed ways of operating that overcome some of the inhibiting elements of silos. Importantly, as we will see later in the report, there is also strong evidence of counter-developments within youth service delivery, a concept we have referred to as 'silo-busting', through community capacity building projects, and collaborative joined-up approaches.

Approaches of governments at Federal and State level have seen trends towards more specific youth services linked to problem-oriented funding sources with eligibility restricting access to many young people. At the same time we have seen the growth of more specialised services such as mental health, drug and alcohol, sexual health, employment and housing. We have seen a propensity to add on services to tackle single issues. This has resulted in segmenting the provision of services to young people into defined service delivery areas.

Government initiatives may each fund a worker for one or two days per week to focus on different issues in a community, rather than pool the money to fund a full-time worker to address all of the issues and be part of the community (Davies et al., 2002:20).

It has also meant young people hopping between services and often getting

Figure 1: 'Young people are some of our best cross-agency workers - not always



lost in the cracks (illustrated in Figure 1). In many instances the young person may not be in the appropriate service to address the needs or cause of the problem. For rural communities these problems are further exacerbated by distance between services and by resourcing issues.

The outcome is that many young people get lost between services. This is most likely when a young person has to navigate these services alone. When more joined-up approaches are adopted, these tended to be supported and facilitated by those closest to young people, and benevolent workers and agencies who have – often against the flow – adopted a more holistic focus. The task of joining up these services from an individual's perspective is a time consuming task. This diverts energies of workers from the direct work they can be doing with young people and contributes to the 'burn out' that many workers experience.

There is a trend towards collaborative services located in a central or 'hub'-based venue. Rather than being enabled, these often seem to be operating despite their structural conditions. One model in particular exemplifies this holistic, centre-based approaches. Within this model, departmental programs are still attached to and deliver segmented programs. These house the services in one place, informally sharing contacts, sometimes other resources, and service a population of young people. Some examples include School-Focussed Youth Services, Visy Cares Centre at Dandenong and, more generally, council youth centres.

This model, like all others, is very dependent upon the people in the positions, and the quality of their relationships with each other and with young people. This complex system lacks a clear coordination infrastructure and a defined leadership or organisational structure to plan and manage these links. The image in Figure 2 is a little chaotic, and the school looks almost under siege. According to the stories of those in schools, this is not often far from the truth. Clearly, schools can and do play a critical role in promoting positive pathways for

young people and should be strengthened in their capacity to do so. Schools are already stretched organisations (space, time, money, people) and no more expectations should be loaded upon them without the corresponding consideration about the nature and extent of resources required, a clear framework for action and agreement on the desired outcomes. We return to consider the implications for schools and education in the final section of this report.

We acknowledge that it is early days for many of these joined-up initiatives or school-linked initiatives. There are varied responses with some promising approaches. Joined-up approaches are currently surrounded by stories of funding that is obtained by creating a 'partnership' across sectors. These partnerships, in practice, are fighting a tendency for re-siloing at the implementation level, where the funds are divided among the local agencies and many practices remain unchallenged. In this scenario like the others, so much will depend upon the training and understandings of the people involved.

Joined-up funding too easily disappears into local silos (as shown in Figure 3). It raises issues of power and ownership and control. This is always going to be the case when operating in a Westminster system (each silo represents a bucket of money, and each silo is responsible to a specific minister whose own head is on the line). Joined-up projects are counter cultural (they go against people's background and training) but they are surrounded by lots of 'Thinking as normal'. Becoming joined-up in action is a learning process and needs learning organisations. People need to be thinking and working in new ways, which requires comprehensive program of professional renewal.

Breaks within the system: service gaps

Government service delivery has been described as overlapping layers of primary, secondary and tertiary sectors. The primary layer is the 'universal' layer, involving the services that are, in principle, available to all young people (for example, school welfare, General Practitioners). The secondary sector involves specific youth services available widely to some, but not all, young people (eg school focused youth services, local government youth services). The tertiary sector offers services that will be used by a minority of young people (eg child and adolescent mental health services, drug and alcohol services, child protection and juvenile justice).

The gaps between secondary and tertiary sectors are of enormous significance in the lives of young people and their families. Young people who experience the need for care may not fit the criteria for 'tertiary' or very specialised care. It is not a given that these young people will be picked up by another service that will provide the next level of support. These links between service levels require further development and joined-up planning to ensure continuity of care.

Prevention cannot be substituted for intervention, but over time, through well-planned universal prevention programs, and selective prevention and early intervention aimed at population groups 'at risk', it should be possible at least to halt the escalation of intensive services and, on the evidence available, to even wind them back (Carter, 2000: 89).

Figure 2: Youth services converging in school

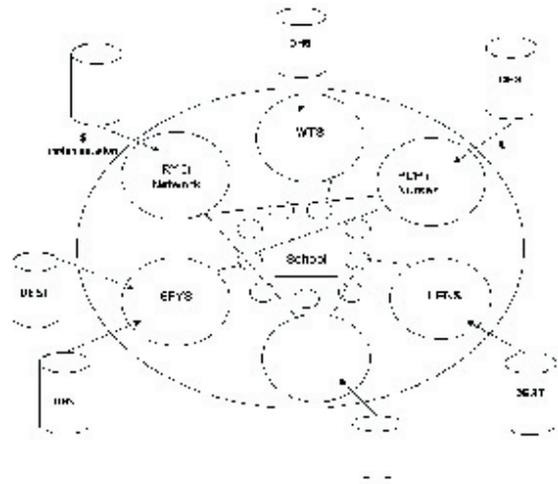
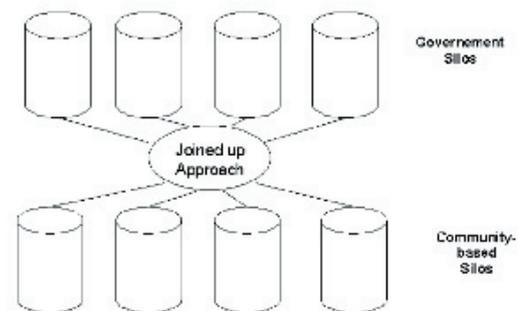


Figure 3: Joined-up approach sieved into



At a broader level, and affecting all young people, a silo approach has meant that at a state level, young people have become subjects of disparate services and service gaps. 'Service delivery' is, in fact, a very partial lens through which a state can understand its young people. An enabling state is not just about young people who have problems. All young people will find themselves facing challenges, and will need to be able to access the resources of their communities in order to live creatively.

Principles of enabling state and new ways forward

This project demonstrates that traditional approaches to service delivery to young people are already being re-thought in practice. The identification of the role of the Enabling State by the Victorian Department of Premier and Cabinet is based on the understanding that service delivery to young people whom they identify as 'at risk' can potentially be improved.

There is an emerging evidence base in support of a more holistic, 'joined-up' approach to youth services that is based on a very different approach to 'the problem'. Instead of identifying isolated factors or individuals as being 'at risk', this emerging approach has at its core an orientation towards building the capacity of communities to define the needs of their young people and to address these needs effectively. Young people are rarely facing isolated problems and these can best be tackled in concert, cutting across areas of health, education, housing, jobs, welfare, environment and across traditional government departmental boundaries. The development of models of service delivery that build on enabling state principles offers new ways of seeking solutions.

In terms of applying 'enabling state' principles to youth services, these are early days. The links between ideas from different areas and disciplines still need to be forged. At a surface level this task is about finding a language that reconciles some already too familiar social problems (eg social exclusion) with creative ways of thinking about social solutions and the means to attain them. At a deeper level, we are not just talking about meeting isolated human needs, but the creation of hope (Botsman, 2000b), and certainty that things can change for the better.

In order to get the full benefit from this exploration we actually need to be thinking well beyond youth, at a much broader level socially. The processes that marginalise young people and that place some 'at risk' can only be understood within their social context. Young people are growing up in a society characterised by deep structural inequalities (Wyn and White, 1997). Because of social changes, this generation of young people also face new challenges to the process of growing up (Dwyer and Wyn, 2001). Rather than 'risk' being a quality inherent to individuals, some commentators have named post-industrial societies as being 'risk' societies (Beck, 1992; Furlong and Cartmel, 1997). In an era of increasingly precarious employment, diverse family forms and deepening inequalities, some families are less insulated than others from risk (Hancock, 2002), and some young people are feeling the impact much harder than others. Where families crumble, our communities are not often well equipped to support their young. Consequently, this exploration needs to be not simply about young people and youth services, but also about the support of families, the form and function of social, economic and environmental systems and about the regeneration of community life.

In terms of those who are marginalised, the enabling state literature highlights the current shape of the welfare state as part of the problem (top down, passive, disempowering solutions where many people fall through the cracks). Many Enabling State authors, alongside other commentators, point to a welfare crisis in Australia. Despite \$120 billion that is spent on education, health and social security each year, 6.4% of our citizens are living in conditions of deep poverty (Botsman, 2000a).

Australia's social welfare system was designed as a temporary aid, and never designed to deal with enduring unemployment and rising tide of inequality

(Botsman, 2000c). Noel Pearson explains how the arrival of 'sit down money' has debilitated his people - strongly linked to passivity and disempowerment (Pearson, 2000; Pearson, 2001). He stresses the need to add reciprocity to resources, the need to unleash community creativity. Latham parallels the situation of rural Aboriginal people to the situation of the urban poor, suggesting that through the welfare system we have "robbed generations of people on the outskirts of our cities of their capacity to act for themselves" (Latham, 2001).

On the other hand, others have cautioned against the drift towards moralistic judgement of those who do not measure up. In their discussion of the idea of 'at risk', Dwyer and Wyn (2001) chart the emergence of a debate about the solution of problems of youth marginalisation in the UK and the USA. They conclude that it appears to chart a course between demonising those who are at risk and romanticising them. In particular, Dwyer and Wyn show how the use of the term 'at risk' is linked with a tradition within youth studies to problematise young people, to define them in terms of disorder and threat and, ironically, at the same time as vulnerable (see Dwyer and Wyn, 2001: 155). Yet, in the attempt to challenge this approach, there is the danger of losing sight of the real problems of young people. The answer lies in recognising that while the problems that individual young people experience may seem small-scale, there are wider issues at stake.

In the context of analysing a welfare system that works with any number of marginalised or disadvantaged groups, Botsman, Latham and others redefine the problem as a kind of wider poverty. 'Our society is experiencing a new type of poverty – the poverty in human relationships' (Latham, 2000). Both of these authors begin to define solutions in terms of 'mutualism'. 'Mutualism is the relationship between people – all people' (Latham, 2000).

This focus on the quality of relationships is mirrored by recent youth literature. For example, grounded studies show that young people access the key elements that make up 'social capital' through ongoing relationships with trusted others (see ACEE and AYRC, 2001; Wierenga, 2001). It is this that many young people are missing. When the solution of youth problems is seen as requiring the isolation of a targeted factor (eg homelessness) or group (eg unemployed), then this itself becomes part of the problem. By contrast, the building of the capacity for local communities to provide long-term support for young people is now being seen as a goal for youth services. But this capacity building involves a more holistic understanding of young people.

It is clear that a reorientation will require a radical shift in ways of thinking and working. The legacy of 'economic rationalist' agendas has meant that considerable social infrastructure has been stripped away from the community sector in Australia, and specifically in Victoria (Hoatson, 2001). A focus on a market approach to service delivery has meant the contracting of services, competitive tendering and a rise in inter-organisational conflict. It has also accompanied the decimation of community services networks (Egan and Hoatson, 1999) and the local government infrastructures (Hoatson, 2001; Mowbray, 2000) that had traditionally supported community development initiatives. The results leave many with a heightened awareness of the critical, inseparable relationship between economic prosperity and quality of life. This parallels the experience of others in different states and countries (eg Queensland, UK, US) who also are documenting their own struggles with the shape of community services in a new era. There is a growing international body of literature focusing upon regeneration of community services and community life and government's relationship to issues of social justice (see Hoban, 2001; Hoban and Beresford, 2001; Page, 2001). As in these other places, in Victoria we are facing a time of 'regeneration' (Hoatson, 2001). Like all new eras, this represents a chance to be creative.

We see the Enabling State principles as being important foundations for this change. They are consistent with this Government's statements about its vision for Victoria (State Government of Victoria, 2001b) generally, but most specifically in the areas of 'Building cohesive communities and reducing inequalities'

and being a 'Government that listens and leads'. As such there could be possibilities for the application of these principles in new and creative ways.

The next section of this report draws on the interviews from the field to illustrate how these new ways forward are evident in action and to provide some practical examples of what works, what helps and what gets in the way.

Themes from the field: What works, what helps and what gets in the way?

In interviews, the research team targeted specific programs that work well with marginalised young people and their communities. In the introduction of this report we outlined who we selected for our interviews. A detailed list of interviews is provided in Appendix A. We were particularly interested in exploring the work of social entrepreneurs¹. We asked these key people about:

- what they do;
- how it came about and how it is sustained;
- the pathways and trajectories of young people into, within, and from their programs;
- what works and how it works;
- relationships with government, wider community and business;
- what helps their work with communities and young people;
- what gets in the way.

There was enormous diversity in responses to these questions, in program structure, approach, and basic assumptions. However, there were also striking similarities in responses, particularly in understandings of process, in the essential elements behind 'what works'. We also found themes emerging in relations to questions about 'what helps and what gets in the way', and these mirrored many of the debates already captured in the enabling state literature (both Australian and international). Within the emergent themes, there were some clues about what an enabling state might do. This section of the paper draws on the interview data to address the application of enabling state principles in the delivery of youth services.

What works?

The individuals that we spoke to have a clear understanding of social process and how to harness it, and it was these things that they shared in their interviews. The common themes around 'what works' include:

- creative models and mutuality;
- youth participation, engagement and leadership;
- building trusting relationships and timing (investing time, at the right time);
- engagement at all levels of practice;
- being small or local;
- leadership – central to community capacity building.

Creative models and mutuality

The projects doing some of the best work with young people and community capacity building are working with 'creative' models. Creative models build on young people's abilities and strengths and are contrasted against 'deficit'

¹ Social entrepreneurs are people who use the techniques of business to tackle social problems; their hallmark is the way they add value to neglected community resources (Sanderson, 2000). Social entrepreneurship is about giving back the capacity to act, giving back the capacity for people to solve their own problems by gaining control of pools of social wage money, resources and expertise (Botsman, 2000b).

models that focus upon a community's or young person's lack of certain key qualities. One clear example is a focus on 'at risk' young people and a focus upon 'resilience' or developing the kinds of qualities that will help young people to engage with their communities. The young people involved in creative models are often linked into services via their relationships.

We found that these projects, which are really changing young people's lives, are all working on something bigger than individuals' problems (eg their future, community capacity building, great art, great theatre). Maud Clark, the founder and Artistic Director of Somebody's Daughter Theatre Company explains that: 'The aim was always to produce good theatre'. Young people sort out their lives in the context of the project and the care they receive.

The beauty of arts is that it provides a space for respect of the individual, where we can work with the individual, where they can acknowledge that there is a community. There are no learners and teachers – we are all artists together. It is a safe environment to work in.

This is a cultural model, about value systems. It encourages the young person to explore their experience of the world, what they're interested in and what they like doing. Breaking cycles (drug and alcohol, homelessness) means engendering a sense of the possible - imagination - joy. Encouraging social animation – critical engagement with the world. We talk a lot about stimulating possibility, responsibility, opportunity, cultivating respect and dignity, getting and receiving respect, and building connectedness, negotiating knowledge differently. Their own story is a resource base. We try to stimulate the process where people are left hungry for learning (Sally Marsden and Martin Thiele).

In the Connexions art program, the 'Artful Dodgers Studio', meals and cooking are really important. Sally Marsden and Martin Thiele explain:

Conversation, humour, arguments, engagement with issues, viewpoints, politics and religion. The skills learned in this are invaluable. All the young people are socially isolated. Nine out of ten live in squats. Here they learn about respect, community.

Preparing for an exhibition is a creative process that stretches participants:

It is a horizontal and vertical process – connecting with place, people and project, but also a vertical process – about challenge, learning to work with fixed deadlines, goal-setting. It really pushes people.

One of the clearest trends found during the preparation for this fieldwork was the upsurge in such artistic or creative projects with marginalised young people. Three of our interviews explored this direction (Somebody's Daughter Theatre Company, Connexions, VicHealth). Susan Ball from VicHealth explains:

The strength of these models is that they treat young people in a holistic sense - not just as people with problems, but deal with their capabilities and talents. It allows young people contact with the wider community in a fruitful and constructive way and it improves the community's understanding as well. It's also a way of working that is positive for those involved, improving skills, self esteem and social networks. Producing work of high quality challenges stereotypes about these young people, for others and for themselves. This starts a dynamic within young people's lives that gives them a glimpse of new possibilities, and evidence about this dynamic and 'cycle-breaking' is now being documented through our own evaluation and other research.

Sally Marsden and Martin Thiele (Connexions) have produced a book called 'Risking Art: Art for Survival: outlining the role of the Arts in services to marginalised young people' (Marsden, 2000). This outlines the value of creative approaches and is also a collection of stories about twelve different projects, mostly from around Melbourne.

Creative approaches show great potential for taking youth services to new places, cutting across traditional ideas of service delivery - which many in the youth sector acknowledge maintain a kind of passivity on the part of the 'client':

There is no personal responsibility in the deficit model. (Greg Johnson, Strengthening Goldfields)

These are programs and relationships that give richly and ask much. This appears to run counter to traditional service delivery models:

Sometime the process involves quite brutal honesty – trust is so important - the hard stuff comes in waves, and we are weathering it all together. (Maud Clark, Somebody's Daughter Theatre Company)

Youth participation, engagement and leadership

These ['at risk' young people] are our partners or potential community leaders. The reality is we are partnerships of people getting together to resolve things. (Dave Glazebrook, Visy Cares Centre)

Youth participation, engagement and leadership were a 'hidden' theme, not often explicitly spoken in interviews, because it had become a fundamental assumption of both interviewer and interviewed. On reviewing the data, it is clear that it is central to the ways that all of the really effective projects were structured. As staff were being interviewed at Connexions about the 'Artful Dodgers Studio', one of the young program participants was gathering the other participants in another room to write a press release (see the boxed excerpt in the next section of this report). Around the time Dave was being interviewed at Visy Cares, staff were out in the centre's outreach zones recruiting young aboriginal and migrant leadership teams. As explained on earlier pages, the Strengthening Goldfields project has a youth council that mirrors the other council, with decision-making capacities and its own budget. The life-transforming work at the Lighthouse Foundation involves young people having a high degree of scope to choose and negotiate their own and shared directions for growth, based upon their interests, talents and passions.

Traditional and formal youth leadership models typically fit those who are well resourced – those who are already well engaged in their communities and those who have strong networks and a high level of developed skills. In terms of understanding youth participation, engagement and leadership from this project, we need to think far more broadly and creatively than this.

In particular, the art-based projects have found ways to draw upon the wisdom and life experiences of more marginalised young people, and have made these projects into points of learning and insight. By sharing lived experiences through art, these young people become translator of cultures, prophets - messengers of hope, or critics of social structures, divisions and inequalities and actors in community change.

Art allows young people to raise issues in non-confrontational ways and extend other people's thinking as they do so. Maud Clark, of Somebody's Daughter Theatre Company spoke of the plays as a point of education for those who attend. The 'Artful Dodgers Studio', as we write this report, is holding an exhibition and sale of participants' work, and in this process, the meaning behind the work is communicated. Susan Ball (VicHealth) pointed out that Melbourne's Next Wave Festival (also happening as we write this report) is another example of this movement. One exhibition involved young people wheeling a bed around the streets of Melbourne, showing short films that they had made from their own experiences about having no place to sleep and homelessness. The plan was to engage the public they encountered, and to talk around the issues together.

Meanwhile, a different group of young people (a 'colony' of angels) was conducting a global peace vigil in the Arts Centre spire, nightly performing a fully costumed, choreographed abseiling dance to open up the issues, and daily communicating messages of hope and encouragement with the public through couriered letters and on the internet. See <http://www.nextwave.org.au/flash/>

Building trusting relationships and timing (investing time, at the right time?)

It is through personal relationships that all work gets done. (Greg Johnson, Strengthening Goldfields)

In community capacity building, and within projects that turn young people's lives around, the action is not happening in structures or infrastructures but in relationships. Trust is of central importance. This is true at all levels (eg from young people to project staff, between programs, between departments).

Recent research with young people reveals that many young people do not perceive themselves as connected to a supportive community. Glover and her colleagues (1998) in a study of emotional wellbeing in young people, identified that nearly a quarter of young people aged 13-14 years reported poor social connectedness. Poor social connectedness was defined as having no-one to talk

to, no-one to depend on, and no-one to trust.

Where the action is – in webs of relationships

Hoping to get some transferable prototype for this magical process of community capacity building, I ask Greg Johnson (from the 'Strengthening Goldfields' project) 'What does it look like?' Greg draws the funding body, the auspice, the Local Government, the five action committees (youth, transport, leadership, community radio, and 'shire on show') and himself (Community Development Worker), but then he says 'That's not where the action is'. 'The action is in the relationships between people, here (draws a line across the diagram) and here (more lines) and here (more lines)'. By the time he is finished the page looks like a web.

It is these webs of relationships between people and projects that is central to community capacity building.

Relationships are central to the dynamics of youth programs, but this means different things in different contexts. For young people simply having difficulty staying at school, it could just mean consistency, rules, or positive culture: 'this is often what they're missing at home'. (Anthony Wilson, Brunswick Central Teaching Unit) By way of contrast, those involved in Somebody's Daughter Theatre Company, or the Lighthouse Foundation who work with homeless young people talk in terms of being family:

Dealing in the things that we take for granted - belonging, access to pregnancy kits, deodorant, pads, that clothes are reasonable, how to order in a restaurant, use a knife and fork. Helping them to access an education. This makes respect into a reality. (Maud Clark, Somebody's Daughter)

For homeless young people, Susan Barton and Sarah Crome at the Lighthouse Foundation explain 'this means anything, including tucking them into bed and reading them stories'.

Relationships of trust are the foundation of the youth and community sector. Many of the people that we spoke to were 'stayers' having been in the field for years. The movement of key people across projects, across time has been a natural 'seeding' and mentoring process for new projects. These links are precious, providing a wisdom-base for future development.

Our interviews within government departments revealed a similar dynamic. It is relationships of trust that allow for flows of information, ideas and resources. Those who have moved between departments can become human bridges in this process.

Relationships, in turn, are built upon solid investments of time, at the right time. With disenfranchised young people, this can be intensive:

It takes as long as it takes. We talk in terms of impact and life membership. (Sarah Crome, Lighthouse Foundation)

When young people are marginalised, short term programs are not the answer. 'These young people have high deficits of social trust. Creating trust itself takes

time.’ (Martin Thiele, Connexions) ‘To ask any of us to change takes a long time.’ This means not simply an investment of linear time - ‘young people move in and out of the project.’ (Sally Marsden, Connexions) Young people will be sporadic but consistency is required. ‘People dip out and dip in. Over time they dip out less.’ (Maud Clark, *Somebody’s Daughter*) Those we asked, suggested a minimum of three years involvement to gain trust, to have time to come and go, to engage in the program, and to be supported during further transitions (eg to art-school).

Sarah Crome at the Lighthouse Foundation points to the stark difference between models of ‘intervention’ versus ‘process’. When these communities start working with disenfranchised or homeless young people they become ‘family and tribe’. Staff make a lifestyle commitment. Long term sustaining relationships are ‘life memberships’.

The need to further engage in this thinking is voiced in the research of Unconditional Care (Clark, 1999; Meade, 2001). This notion of practice being ‘more than just a job’ and the idea of ‘not giving up’ has been echoed by exceptional practitioners engaged in caring for young people with high needs. It states that all young people require workers who are committed to relationships and who intrinsically value them. Unconditional Care places welfare of the young person at the forefront of decision making ‘as bad as it gets we will still care for you.’ (Clark, 1999)

Practitioners (eg Brunswick Central Teaching Unit, Visy Cares Centre) expressed the concerns about issues of timing also. What they are doing may be too little too late. ‘There is a strong case that we should be starting our programs with ten year olds instead of 12-13.’ (Dave Glazebrook, Visy Cares Centre) Other respondents pointed to primary schools as the place to start effective work with young people. Approaches to this work should not be piece-meal but quite integrated. Again we refer back to the notion of capacity building within individual students and school communities.

Respondents pointed out that even though schools can be terrible places for marginalised young people, while they are still attached to school, they have access to certain resources – networks, projects, sport and drama, welfare structure, career and vocational advice. When there are problems between schools and students, early intervention is the key. For example, after a 10-week program at Brunswick Central Teaching Unit – with ‘time out’ and some good mentoring in early high school, young peoples’ educational careers and relationships to school are frequently salvageable.

Good timing: still at school = a window of opportunity

The ‘Strengthening Goldfields’ project runs a youth council that mirrors the other council in every way – including having its own budget and mandate to run services - and this group is in touch with the target group. As with many other projects that build capacity in young people and their communities, the challenge remains how to reach marginalised young people in this process. Those young people who are best resourced will also be best represented. Those who are not still at school become hidden populations and are much harder to access. Greg Johnson, community development worker, points to layers of programs – with multiple opportunities to engage – at any level, from events to doing artwork to participating in forums (eg. suicide prevention). People become involved in any of these activities through relationships (friendships), and there is an ebb and flow in this process. Through being involved, young people learn skills that are significant and transferable and establish wider community networks. However, the school represents a ‘captive population’ and these years are a window in time where not everyone will become involved. When other young people leave school they can disappear from networks and opportunities. Particularly in rural areas like Goldfields they can become isolated and hard to trace. The ‘Strengthening Goldfields’ project points to the process and possibilities of linking and capacity building at a significant moment in individual’s lives.

However, issues of investing time, and timing, are doubly relevant at the ‘preventative’

end of the spectrum. Being around at the right time in young people's lives is a function of having relationships already in place. Young people are unlikely to have the capacity to seek out assistance from new places at times of crisis. Within this framework, preventions and treatments are in some senses artificial distinctions. Essentially it is all about ongoing relationships:

Stuff can go wrong in a kid's life overnight. Early intervention is the key. If we have good connection with them we can send them to talk to a psychologist within the first 48 hours and they can sort it out before it wrecks their lives.'
(Dave Glazebrook, Visy Cares Centre)

The programs that work are based upon an understanding of the importance of establishing ongoing relationships through life-changes. Many of the kids here are '10 year works in progress' (Dave Glazebrook).

Engagement at all levels of practice

Engagement is about investing oneself in something or someone. This was one theme that recurred at every level during the fieldwork, as engagement between:

- Young people and their communities, communities and their young people (eg these are stated aims of the Lighthouse Foundation and Connexions);
- Young people and creative projects (eg Somebody's Daughter Theatre Company, Connexions, as explained above);
- Young people and themselves: 'We try to introduce them to their full range of emotions – not just anger' (Maud Clark, Somebody's Daughter Theatre Company);
- Young people and their education: eg Brunswick Central Teaching Unit: 'We'll listen to them and often they've got good reasons for playing up. Young people's reasons for being here often reflect a lack of engagement from others in the world from which they have come: "They didn't listen to me... I just wanted to get kicked out"'. (Anthony Wilson, Brunswick Central Teaching Unit);
- Young people and the workforce: Future employment opportunities, Future of Work Foundation;
- Young people and families, families and their young people: 'Relationships to family are building all the time because they're achieving. All of the young people invite friends and family to our shows.' (Sally Marsden, Connexions);
- Staff and young people: 'Staff here make a lifestyle commitment.' (Sarah Crome, Lighthouse Foundation) 'If we're working creatively it can't be us and them. You have to really see someone, hear someone.' (Maud Clark, Somebody's Daughter Theatre Company);
- Projects and their Communities (eg Visy Cares Centre, Lighthouse Foundation).

Each of these projects take people from dis-engagement to re-engagement with self, with future, and with community.

Being small or local

Small and/or local appears to be the optimal size for service delivery. Significant changes in young people's lives are dependent upon cultures set up within small reference groups. Shared understandings and expectations can be created 'because we're small' (Anthony Wilson, Brunswick Central Teaching Unit). Consistency (which is often what has been missing at home) depends upon this.

In the field, this 'small is beautiful' approach was the case whether government funded service (Brunswick Central Teaching Unit), or more privately or philanthropically resourced (eg Connexions, Somebody's Daughter Theatre

Company).

Amongst those we visited, the exception to a small program was the Visy Cares Centre – with its 21 providers and 2000 contacts with young people per month. On closer examination, each functioning unit within this consists of a smaller program, with its own mission and integrity, collaborating within the centre. Each is supported and resourced by the collective (eg building, administrative staff, duty worker). The issues of locality and proximity are closely related to the ability to collaborate. The optimal size for this kind of service delivery is still being explored (they had originally intended to have 8-10 services operating within the one youth service centre and have continued to expand well beyond this) but the significant point is that this is local service delivery.

A local emphasis is important in order to attract community support. This needs to be the local community which community members identify as their own (ie if it is too big it will not work). It seems that some working models can be multiplied into other areas (eg Visy Cares Centre, Lighthouse Foundation). The Lighthouse Foundation has now grown seven houses within Victoria, and the eighth is growing inter-state. Nonetheless, a significant part of being able to draw support and resources from any community is integrity of the local unit and networks, and the message is: 'this is our house', and 'these are our kids'.

Leadership – the key to community capacity building

In many senses this youth sector has always been impoverished, and the 'stayers' have needed to be thick-skinned. Within youth service delivery there is high turn-around, high burnout, and many 'wounded soldiers' simply disappear from the scene (see Davies et al., 2002). Many youth projects have short lives, and typically dissolve structurally after a few years, but often send valuable legacies onwards within individual lives. Some of the projects explored here are well past their tenth birthday and growing strongly. Those who can work through this 'pain barrier', keep their projects going and growing, and work well with marginalised young people. They are incredibly skilled, flexible and, as such, precious to the state. Here we have been fortunate enough to tap the wisdom of several.

There are now social entrepreneurs networks across the globe and within Australia (see: <http://www.sen.org.au/>). In our interviews, social entrepreneurs point to the need to recognise the different resources held within relationships (Charles Brass, Future of Work, Susan Barton, Lighthouse Foundation). They suggested that this could form a working economy around community projects. Contributions are often more 'in kind' than cash.

Social entrepreneurs are those who can mobilise others or translate the dream into many languages. It is this that has them placed at the heart of projects that work. Some of the things that they said in interviews capture this tendency:

- 'I try to appeal to people's higher order needs – skill acquisition, self esteem ...we did that!' (Greg Johnson, Strengthening Goldfields)
- 'I think welfare works very closely with ego. You need to appeal to people's sense of "we are doing better" or "we are working smarter".' (Dave Glazebrook, Visy Cares Centre)
- In saying 'your house, your kids' Susan Barton is enabling and teaching people how to engage with issues that they care about.

In the British literature, Mawson (one of the original archetype of a social entrepreneur) goes as far as to say 'back people, not structures' (Mawson, 2000b).

We began to realise that the solutions to our problems did not lie outside ourselves, they lay right in the middle of us, but actually the State was not close enough to actually bring them out of the woodwork - that we began to realise that all sorts of local people have real passions. ... My experience of people in the East End of London is that we all have passions of one kind or

another. Some of them might be a bit dodgy, but actually we have got them and you have actually got to start where people's passions are. We began to back people, not structures. (Mawson, 2000b:4)

Mawson suggests that, at the level of community action, representative committees do not work, and that community change needs to begin with people passionate where they are, and with their networks. Change comes from backing them directly. These ideas represent a challenge to traditional models of government programs, government funding and even funds dispersal (ie the temptation is always to recommend representative committees for administering funds). We also note that the British Government has pursued this line of logic through its support of the social entrepreneurs' own network (Community Action Network, <http://www.can-online.org.uk>) and through training and provision of infrastructure for specific leaders.

However, as those pioneering the thinking about social change and social entrepreneurs point out, although the Blair government has embraced the concept of social entrepreneurship, they need to be reminded that community and social businesses cannot be built up by 'committee' or by a policy fiat. Bricknell (2000) argues that clues to successful regeneration may be found in the details of people's lives - particularly the lives of people on the margins. 'It is these details which cause us to question the effectiveness of committee-based structures in promoting community involvement.' In Australia this call is echoed by Peter Botsman: 'You have to start with individuals, practical problems in small communities and work from there.' (Botsman, 2000b:4). At a policy level, the enabling state and social entrepreneurship present two significant new policy directions: 'I want to reiterate these areas are not gimmicks or sell outs or second order issues.'

If leaders are the key to social change, governments will need to consider their investments in promoting new skills, networks, and ways of thinking and working for leaders within communities.

Paul Teusner, a youth worker with Cutting Edge Youth Service was a plenary panellist at YACVic's recent 'Rural Solutions Summit'. He said:

Normally when I go to conferences it's a bit daunting. All the presentations are academic - all theory-based - and I'm a practitioner. Here I gave a paper. It has just been so good to be able to share stories about what we've been doing, and get feedback, and also to hear stories about what other people are doing that works. I'd like an undertaking from YACVic that it won't end here, and that we won't lose those connections, and that there will be something to follow up in six months.

A central mission for an enabling state in Victoria could be to support such leaders. The data from this project, and the recommendations point to some practical ways that this could be done.

What helps and what gets in the way?

As well as clarifying what works, respondents' stories about their work with young people, communities and each other raised some common concerns, struggles and questions. These are also the areas that would need to be considered in the infrastructure of an enabling state, such as:

- Relationship to government;
- Relationship to business;
- Funding;
- Accountability and measurement of 'outcomes';
- Success, risk and failure;
- Power;
- Working together – joined-up;
- Language.

Relationship to government

Relationship to government was an ambivalent point in interviews. In particular, issues of funding and distant government process have left some respondents hardened. All were willing to offer ideas about what this relationship could be.

We have bureaucrats aligned with projects but when they come it's like the royal visit - everything is spruced up. Would like to extend an invitation: 'Come every Monday and Tuesday. Come and see how these things work, and get into the life of it.' (Dave Glazebrook, Visy Cares Centre)

There were some consistent themes around the role of government in enabling community programs. Participants requested:

- A safety net so I can let go of constantly applying for funds and work with the young people;
- Buy me some thinking time...20 hours clear time...I'd need to show what I'd do with it;
- A space to share stories about what works;
- We all need retraining – the youth sector is diverse and has varying skill levels and assumptions: 'We don't train people for working in this business.' (eg working multi-lingual ways);
- Bureaucrats aligned with projects – putting in real time to 'come and see how these things work and get into the life of it.'

Each of these points is worth further examination, and mirrors something of what the British government has been doing with its own community leaders. Our imaginations are particularly captured by the last dot-point. There is a clear need for some intentional work on this interface between community

groups and bureaucracy. If we were to draw upon the British experience and associated language, people dedicated to this task within government would be called 'Civic Entrepreneurs'².

A 'Civic Entrepreneur'

Susan Ball's role at VicHealth is one example of a civic entrepreneur. She sits in the interface between government and community arts projects. Susan suggests that we need to better understand bureaucracy's role in facilitating and supporting community projects, and that greater funding is needed for capacity building. As VicHealth is a statutory organisation rather than a department, in terms of funding projects, they are able to think more broadly - outside the silos.

Susan is engaged in the community arts projects that they fund. This shows firstly in the way she tells stories about projects, for example an upcoming youth arts project called 'the Next Wave Festival', and secondly in the way that key people in great youth projects tell stories of her (ongoing) support (eg Somebody's Daughter Theatre Company, Connexions). As well as linking and networking, she is gathering and sharing a knowledge base about what works – art based practice and social capital, community capacity building.

As well as within statutory bodies like VicHealth, we see the need for civic entrepreneurs centrally within departments – again to take on that role of being translator, interface, creative-cross-sectoral networkers, advocates and thinkers. Mawson (2000b) further explores their role in re-shaping government in this way in his article 'Making Dinosaurs Dance'.

Relationship to business

Among the projects we visited there were varied ideological responses to questions about whether business should be involved in youth service delivery, from 'government alone should fund this' (eg education) to 'this has to be privately done'. On the ground in Victoria we hear echoes of debates that led to the 'third way'. Rather than adopting an 'either/or' position, some of the most

² Civic entrepreneurs bridge the macro-level of policy and funding and the micro-level of community action and leadership.

creative solutions (eg Visy Cares Centre, Lighthouse Foundation) have embraced a 'both/and' stance – leaning heavily on government support but drawing in resources from elsewhere including community, philanthropy, and corporate sponsorship. We recognise that not all projects will be able to, or even should, seek corporate sponsorship (eg corporate sponsorship for education does make a good case in point).

There was also varied experience of local business: "Sadly out of the loop." (Greg Johnson, Strengthening Goldfields) 'They - along with their auspice - are only interested in economic development.'

Participants responded differently to questions about the marketability

of their program, with some regarded as highly marketable, and others apparently not. We need to be cautious that we are not merely transferring energies from applying for short term funding to 'marketing' programs to attract sponsors.

Youth Centre Business Plans

Dave Glazebrook, from Visy Cares Centre in Dandenong explains: In this project, business and welfare philosophy marries really well together. We talk in business jargon about strategic plans. We have sold this place on an economic rationalist argument:

- If we pump 10 grand into a kid we can save money;
- We will never eliminate youth issues;
- If we reduce the number of kids leaving home early by one, we save the community \$5000;
- If we reduce suicide by one, that's \$120 000;
- Jail is \$50 000 per year;
- Your taxes pay for this;
- Prevention can save our community millions every year;
- This is a good investment, plus insurance.

On this logic, Visy Cares Centre threw a fundraising party and sold 200 tickets at \$500 per head.

relationships again).

It works. Crime rates used to be 25% higher than Frankston, now they're 25% below.

This is partly due to our networking with police. (NB: this is an ongoing long term investment in

As explored above, keeping projects local can build their appeal to local business. A broader approach also may be needed, and perhaps leadership is needed from government. However, the literature has pointed to the traditional propensity of governments to look for one-size-fits-all solutions. In relation to the application of enabling state principles to the delivery of youth services, business can be involved very successfully.

Funding

It's the stress that would make me stop. (Maud Clark, Somebody's Daughter Theatre Company)

Those doing top-class work in the field shared problems with finding funding (starting out and ongoing). The saviours were often philanthropic: 'Angels, most of them women.' Creative programs often do not match with requirements for government funding, and those who apply for it regularly expressed frustrations.

Most successful community development is based upon an asset model. Ours is based on an asset model. If we want to get successful, build on assets, yet we get funded for deficit. (Greg Johnson, Strengthening Goldfields)

This is a kind of 'double story game' - the need to tell a creative story in order to engage the community, versus the need to tell a desperately woeful story in

order to get funding.

Earlier in this chapter, those who work with young people highlighted three years as a minimum time to expect to work effectively with a marginalised young person. If consistency, investing time, and relationships are central to program functioning, none of these are short term, and funding usually is. One of the hardest parts is not having that security to offer program participants, but also skilled program staff, who live 'hand to mouth with not much job security'. (Maud Clark, Somebody's Daughter Theatre Company; Susan Ball, VicHealth)

The (still) competitive nature of funding was also highlighted:

We put in put in time and energy outbidding each other for funding when we could join forces in a strategic alliance, make a better project (Greg Johnson, Strengthening Goldfields).

At the forum it was recognised that forced marriages do not work either, and often lead to divorces. If funding is contingent upon working together, they need to be alliances built over time.

In interviews, the 'stayers' in fields of youth and community development expressed reservations in relation to recurrent funding. Having to re-create themselves to fit with current government priorities represents a tax on energies that are better spent in delivery, but not receiving that funding can be disastrous. Many have been caught out by changes in policy or government, and lessons are hard-learned here. Some have creatively hedged themselves by recurrently asking government for one-off assistance (eg with buildings). As part of a process of building trust between government and providers, we suggest that the idea of 'pilot programs' needs to be revisited and more closely defined. Does government actually intend to re-fund these projects if they work? What is the transfer from pilot to community and systems change?

Respondents also pointed out how the base levels of community resources has been eroded in the last decade. Alongside the education sector, the youth and community sector have struggled for survival: 'People are applying for creative funds for things that should be more about basic community infrastructure.' (Susan Ball, VicHealth)

Accountability: Measurement of 'outcomes'

In interviews, many of those who work to build capacity in young people and their communities highlighted the measurement of outcomes as a particular problem area. Generally they are calling for new kinds of accountability, and new forms of measurement.

Those working with government funding particularly spoke in interviews of struggles with performance indicators, reporting mechanisms, and over-emphasis on hard data. Outcomes take time and performance reporting is based on short-term funding:

To create social capital doesn't take many people, just prolonged time. But we are working in a world that doesn't acknowledge time. (Martin Thiele, Connexions)

There are often serious doubts that the right things are being measured:

Recording numbers pushed through programs is useless. For instance, drug and alcohol 'episodes of care' is a joke. Seven to ten days in detox does not change your life. (Dave Glazebrook, Visy Cares Centre)

Reporting traditionally focuses upon numbers attending rather than relationships formed, capacity built, exchange or flows of resources, the growth of transferable skills or improvements in quality of life. Workers are occupied in busy-work while the real value of the program is overlooked and not evaluated. Also, standard measures of 'success' do not fit the diverse realities:

If we manage to keep this kid alive for another year we've succeeded but, if after three years, we haven't got this other kid to uni we've failed – because that's the potential they have. (Dave Glazebrook, Visy Cares Centre)

And diverse realities need to be matched by diversity in approach:

At different times we need to work from within different understandings - from 'how can I spend less and achieve this more efficiently' to 'bugger the cost, this is important, we're dealing with human life here'. (Dave Glazebrook, Visy Cares Centre)

Some of the most significant outcomes of programs are also some of the hardest to measure. For example, projects that focus on intercepting cycles (eg homelessness, drug addiction) through artistic work, lead gradually to some very significant outcomes:

.... a sense of future, a sense of place, a sense of self-worth. [These young people] are going to be part of society because they are going to have the strength to be there. (Sally Marsden, Connexions)

The project gives the participants clarity, new skills, knowing more about society, and improving communication. (Martin Thiele, Connexions)

Problems in evaluating the less tangible outcomes are widely recognised. From the Enabling State forum came some questioning about how government might 'widen the lens'.

In an Enabling State response, every form of measurement should be about enabling, informing, and contributing to the process of capacity building. Responses could be grouped into four (overlapping) types: impact measurement, process measurement, inductive methods, and longitudinal studies.

One of the problems with measuring outcomes is, in fact, the idea of outcomes itself. One of the interview respondents pointed out that the very word 'outcome' is a legacy of Taylorist/Fordist manufacturing ideals – to apply it to people does not often make sense. At all stages of life, people are works in progress and, on the other hand, each is complete in their own right. Rather than outcome, the idea of 'impact' on lives, relationships, and communities constantly arose from the field in this study.

We should be measuring our own impact – daily. Rather than a 'not for profit' organisation, we call this 'not for loss'. We add value to kids' lives. If you haven't improved anyone's life today you're simply not doing your job. (Dave Glazebrook, Visy Cares Centre)

My job is about value adding – every day, every job should be about value adding, for ourselves and for the community. (Charles Brass, Future of Work Foundation)

A second theme arising is that we need to think more about measuring process. One participant in the Enabling State forum suggested:

We know what works. Capacity building, early intervention, building resilience in children. The evidence-base continues to build surrounding these things. We also know that outcomes take time... instead of funding based on outcomes, why aren't we simply funding good process?

One helpful approach would involve reflecting upon what is working and what is not, writing this up for evaluation purposes (including failures), and in this way, both reflecting and building up a knowledge base.

The third, and related approach that stands out from interview data is the possibility of using different kinds of (inductively discovered) measures, in combination with the living stories that make sense of them. Externally measuring young people's significant life-changes will always be difficult. However, the wisdom from the 'inside' points to a whole new range of different indicators:

Statistics don't capture it – it is about being able to enter into play, or into discussion. It is about freeing the whole emotional range instead of just feeling anger. (Maud Clark, Somebody's Daughter Theatre Company)

The young people in the Connexions program have come to frame it in terms of 'Moments of Joy' and 'Moments of Despair'. They say that over the time that they have been in the program the moments of joy are longer and there

are more of them. (Sally Marsden and Martin Thiele, Connexions)

It seems that evaluation processes actually need to be far more inductive, drawing upon the wisdom of those involved on a day to day basis (this includes the young people).

The pinnacle of evaluation is the question: 'what worked for whom and why?'.... If we are really talking about capacity building, people have to find it; it cannot be imposed. (Greg Johnson, Strengthening Goldfields)

Storytelling will capture the richness. This is also a process that adds to good work practices in the field, to claiming thinking time, to reflection, and to 'praxis' (the cycle of action and reflection).

Inductive research is 'ground up', framed retrospectively by the themes that come back from the field. This contrasts to the traditional line of questioning - 'top down' - where desired outcomes (or hypotheses of what will happen) are claimed in advance. Inductive research uses a kind of reverse logic to the process traditionally used by government in funding youth services. Philanthropic trusts (eg in the case of Somebody's Daughter Theatre Company) have been far more accommodating of this kind of data. We suggest that this model of process and measurement is congruent with best practice community development and capacity building.

This kind of evaluation is being pioneered in the field, for example by Jan Osmotherly in her qualitative exploration of the impact of Somebody's Daughter Theatre Company and their 'Breaking the Cycle' program with young people (Osmotherly, 2001). Significant outcomes can be charted, for example, that 90% of young people involved in that program are now interested in education. This kind of discovery happens through open-ended questioning and semi-structured interviews. This method also leads to insights about process (before, during, after, what changed for me, what I learned...). In this way, we measure what is really happening through the project. Evaluation is central to this mode of functioning. This again is 'praxis' – the process of practice and reflection. Most practitioners are not funded, trained or supported to do it properly and it happens anecdotally or sporadically.

A fourth approach combines the first three in a longitudinal exploration of process and/or impacts. It is important to continue building an evidence base about good process. One example of this is the work being done by Sally Marsden and Martin Thiele on the long term impacts of creative art projects for disenfranchised young people. Their book about the 'sustained engagement' model for working with young people (through Connexions, the Artful Dodgers Studio) will be released in 2003.

Success, risk and failure

Among the innovative projects that work, there is irony is that they were often the ones pushing uphill in early years. How many other projects fell by the wayside? There are risks in innovation. Does this mean sit back and not innovate? We think not. It is worth naming and knowing this, minimising known risks but still pushing ahead. The writings of the Community Action Network and Social Entrepreneurs Network show us that solutions are often found in transit and in good company.

We embrace innovation and risk taking but forget that many spectacularly fail... Some of the best learning comes from failure. (Greg Johnson, Strengthening Goldfields)

During this research we have found that failure is conspicuously absent in the stories that people have been telling us about their projects, and also in the kinds of stories that we were asking people to tell. This attitude is culturally entrenched, and strongly so. If we were to go back to the social entrepreneurs now, and ask questions about 'what doesn't work', we would be drawing upon a whole new wisdom bank. This raises some interesting questions:

- How do we try to incorporate stories of what does not work into our learning?

-
- How might we incorporate that as part of the building of a knowledge base?
 - How can people be encouraged to document and share secrets of failure?
 - How does this not prejudice funding in future?

These questions link into other important questions about whether the community has the capacity to deliver services, how an enabling government might know who does, and how it can help to build that capacity in new groups. We note one model within the enabling state literature, in the way that the Blair Government has placed considerable resources behind Social Entrepreneurs, their training and networking in Britain.

Can the Victorian community deliver? Can this government afford to fund risks? In exploring these ideas, we recognise that there are some areas of service delivery where failures are to be avoided at all costs, for example child protection. In other areas, mistakes may be the most rewarding things over time.

The evidence base should involve documentation of process and results in tandem and over time, so that these models do not have to be constantly re-invented and mistakes repeated.

Power, Community ownership and an enabling state

We found a diversity of responses around the subject of whether government or communities should be delivering services to young people.

Support and provide resources, but let the community and citizens determine the needs and put in submissions. (Peter Cox, Future Employment Opportunities)

Depends upon who is representing the community. Some community committees can be more frightening than any bureaucracy! (Anthony Wilson)

This mirrors the traditional power struggle captured in the literature about relations between the State and Non-Government Organisations. It also raises some interesting questions that should be core business for an enabling state.

From those involved in government service delivery we hear some caution about how much capacity the community has to work within the evidence-based frameworks espoused by government. Where is the community's expertise, and where is their evidence-base? These questions are usually asked in the context of stories about projects gone wrong and do not account for those long term projects that have experienced great success despite the shifting sands of government priorities. They point to a need for a way to sift through such applications and return us to the question of power residing with community.

Equally valid questions are raised about how an enabling government might know who does have capacity, or go about building capacity. For instance, if funding bodies are based in the city: 'How does a guy in Wang get his project noticed? This requires public servants with much better skills in this area, and a mandate for enabling.' (Tony Newman, Manager, Homelessness Assistance)

Respondents noted though, that government actually needs community in order to innovate: 'Small is good, and you can move quickly and trial things. Whereas if government tries something and fails, the repercussions are potentially much greater.' (Dave Glazebrook, Visy Cares Centre)

Working together - joined up

Overwhelmingly the question is not 'should we do this?' but 'how?' In interviews, respondents explained that they embraced the ideals but in practice, under pressure, working together was always the first thing to go. Person-power and time were cited as the key pressures. Except for a few notable exceptions, like the Working Together Strategy, this process is not often funded.

The Working Together Strategy commenced during 1998 as a direct result

of the child death enquiry process (Aged, Community and Mental Health Division, 1999). This process recognised that government departments responsible for the care and protection of our young people were not communicating sufficiently. The creation of this program lay with one civic entrepreneur in Child Protection who joined up with another in Mental Health (a differing silo area) and together they birthed the concept. This innovative joined-up thinking was progressed when commencement funding was agreed from four silo's to commence.

The concept of the Working Together Strategy encouraged cross communication and started in a top down way to provide regions with the sense of support from their management. It was realised early on that the grassroots practitioners were more efficient at this process, due to their case work needing so much cooperation and perhaps such practitioners having less to risk in way of power and influence.

In another interview setting, respondent Maud Clark (Somebody's Daughter Theatre Company) helpfully noted that collaboration might be a more useful idea than partnership (it is more flexible). She explained that the ideal

Being Joined Up at the Grass-roots

This material is from an interview with Dave Glazebrook, at Visy Cares Centre, Dandenong. The centre is run by an independent community group with services funded by three levels of government, sponsored by council and philanthropic bodies. It houses 21 services, which receive administrative support and a duty worker in the price of their rent.

Dave explains that challenges in this arrangement include:

- Proximity – people can make each other aggro – people are in each other's faces.
- This means needing to be very intentional about how relationships and structures are going to work.

Strengths include that:

- Proximity makes people resolve things;
- It makes people accountable: 'you are on display';
- We can shape a culture - and seek 'highest common denominator' work practices. We have great people working the building. Meet monthly to quarterly – and ask 'what have we done well, what have we done badly, how do we fix this?';
- This puts supports around agency workers - there are good informal networks; When the Youth Assist crew meet, the first thing on the agenda is the 'bitch list' – who is bugging who and why. Then we turn to who needs support;
- There is lots of informal contact - people can't get away from each other;
- Because of this we get to think through the silos;
- Cross-agency referrals;
- It is very easy to slag off DHS when you don't know anybody... now people are planning and plotting and doing things together;
- The three drug and alcohol services in here were competing for tenders, and are now having conversations about them first - making arrangements;
- It saves costs – reception and duty worker services.

An evaluation after the centre's first two years revealed that:

- The Visy Cares centre-sharing arrangement saves workers several hours per week driving and contacting;
- If the cost of an individual client is normally \$390 (outside the infrastructure provided by this centre), the figure is \$190 to \$200 here;
- If a service was seeing 80 clients externally, they are now seeing 120 within the centre. Amidst the extra numbers, the proportion of 'successful' outcomes stays the same.

of working together could threaten the mission of a small, creative project if taken too far, and that within the ideal of cooperation, it was important to keep the boundaries and integrity of such projects intact. Also, the larger a program became, the more it may need to compromise its original intentions.

Language

'At risk' is a systematic misnomer. All young people are vulnerable. (Sarah Crome, Clinical and Research Manager at The Lighthouse Foundation)

Practitioners of programs that work pointed out how much the language we use, for example 'youth at risk', shapes the way we think and work. The following is an extract from one of the interviews.

Dave: The other thing we do here is never call kids 'at risk'. These are our partners or potential community leaders. The reality is we are partnerships of people getting together to resolve things.

AW: So you've managed to build that into the culture of workers here?

Dave: Yep. Same as kids never have problems, only issues. There are no problems, only opportunities. So there can be days when a whole string of opportunities walk through the door.

AW: Does that really work?

Dave: It works. (Dave Glazebrook, Visy Cares Centre)

Parallelling these comments from the field, in the Enabling State forum several parties pointed out the significance of language. There was wide consensus, cross-departmentally, that the concepts of community capacity building and 'at risk' young people were actually contradictory in emphasis (a creative model versus a deficit model). This is not denying that, because of history and context, some young people are more vulnerable than others, or that some are in crisis right now and need assistance. However, we need to recognise this in terms of fluidity and process:

'At risk' is too much of a box - it's really about a journey. The young people involved in this program have been in and out of drugs, alcohol and violence, but most of the issues that they have to face are just normal. (Sally Marsden, Connexions)

Also, forum participants noted how the 'enabling state' is surrounded by language that makes the concepts inaccessible to many of those being talked about (young people and many practitioners). The ideas are fairly abstract, the language is unfamiliar, and those in the field are involved in some very grounded practice. The challenge of communicating across the theory/practice divide proved interesting in some interviews, and was attained through listening and dialogue.

On the basis of these experiences, we suggest that rather than gathering practitioners to talk about enabling state principles, a more appropriate starting point would be forums around 'what works' (eg YACVic's recent Rural Solutions Summit) and, for example, exploring potentially supportive roles for government.

What can government do?

We need to take this wisdom from the field and apply it in generating models of the application of enabling state principles in the delivery of youth services. These stories give us many clues as to how an enabling state could make a difference to young people, as to the preferred scale of service delivery, as well as to the transferability of programs and central ideas. This material points communities and governments towards a new kind of mutual accountability, based around

Models of enabling state processes:

Although enabling state principles have not yet been formally grounded and tested in Victoria as such, there is now a range of programs and youth services that could be seen as heading in a congruent direction. During fieldwork we sought out some examples of best practice that work with young people. As shown in the previous sections of this report, there are many different grounded models of valuable practice, and many programs are already based on elements of 'enabling state' logic. The most useful models for further exploration will not be about specific practice, but capture recurring elements or processes.

In this section of the report, we provide three exemplars of grounded models demonstrating essential elements of the application of enabling state principles to youth services at a community level. These key elements include:

- joined-up models;
- community capacity-building models;
- capacity-building in young people – youth participation and engagement models.

In describing these models, we recognise that these elements are interrelated and that an 'ideal' model would encompass all three elements. In our analysis we comment on the processes and strengths of each model and what government can do to enable these approaches.

In the final part of this section, we widen the lens to provide a conceptual model of how these elements combine and can be sustained within a systems approach to youth services. We bring into question the information and resource flows between community initiatives, government, business and research.

Joined-up models

Across the range of services that address young people's needs, there is growing acceptance of a 'joined-up' approach, often applied at local levels. There are notable examples at a State and Federal level.

- Working Together Strategy (as previously noted) is a quality improvement initiative involving mental health, protection and care, drug treatment services, juvenile justice, education and housing. (State Government of Victoria, 2001b)
- LLENs (Local Learning and Employment Networks) are based on local government areas and focus on three inter-dependent themes of community building, development of infrastructure and innovation, to improve education and training outcomes for young people. Decision making is at a local level through partnerships between organisations with interest in post-compulsory education. (Victorian Learning and Employment Skills Commission, 2002)
- School-Focused Youth Services establish collaborative structures and links between schools and community services to support young people. It is designed to offer an integrated service response for young people who are at risk of developing behaviours which may make them vulnerable to self-harm, suicide, and attempted suicide, and exhibit behaviours that need support and intervention. (State Government of Victoria, 2001a)

- Pathways to Work has developed a comprehensive strategy comprising a coalition of business and community groups to address Australia's high long-term unemployment. (CEDA, 2001)
- The Commonwealth's Full Service Schools Program provided a framework for innovative programs and arrangements that address the specific needs of students who are considered at risk of not completing year 12 to a satisfactory level. (James et al., 2001; Stokes, 2000)
- National Youth Commitment Projects - 'During 1999 a collaborative partnership involving education, employment, training providers, government and community agencies evolved in the City of Whittlesea, Victoria. Since then 10 other regions across Australia, working with ECEF and DSF, have created unique partnerships to implement National Youth Commitment projects.' The goals of these projects are to 'provide access for all young people with particular support for early school leavers or those facing other disadvantages to obtain Year 12 or its equivalent, or obtain a full time job which is linked to education/training'. (Tobin, 2002:1) See <http://www.dsf.org.au/nyc>
- Visy Cares (as outlined in the previous section).

In the previous section the themes of our research identified what works, what helps and what gets in the way. In this section we expand the analysis to highlight key elements of a joined-up approach and the processes that enable such approaches.

The Department of Human Services Community Housing Project is used to exemplify these processes.

An enabling state model within government

In 1991 the Victorian Department of Human Services, Community Housing Service and the Department of Justice, Office of Corrections embarked upon a 'joined-up' project that continues today. Brought together by a common realisation that homelessness is driving offending behaviour, the project involves pooling resources to improve outcomes for those who are homeless and leaving prison. Staff in the two departments found that they were working with a common group of clients, and that there was a cycle of homelessness, re-offending, release and homelessness that could be short-circuited by the creative pooling of resources.

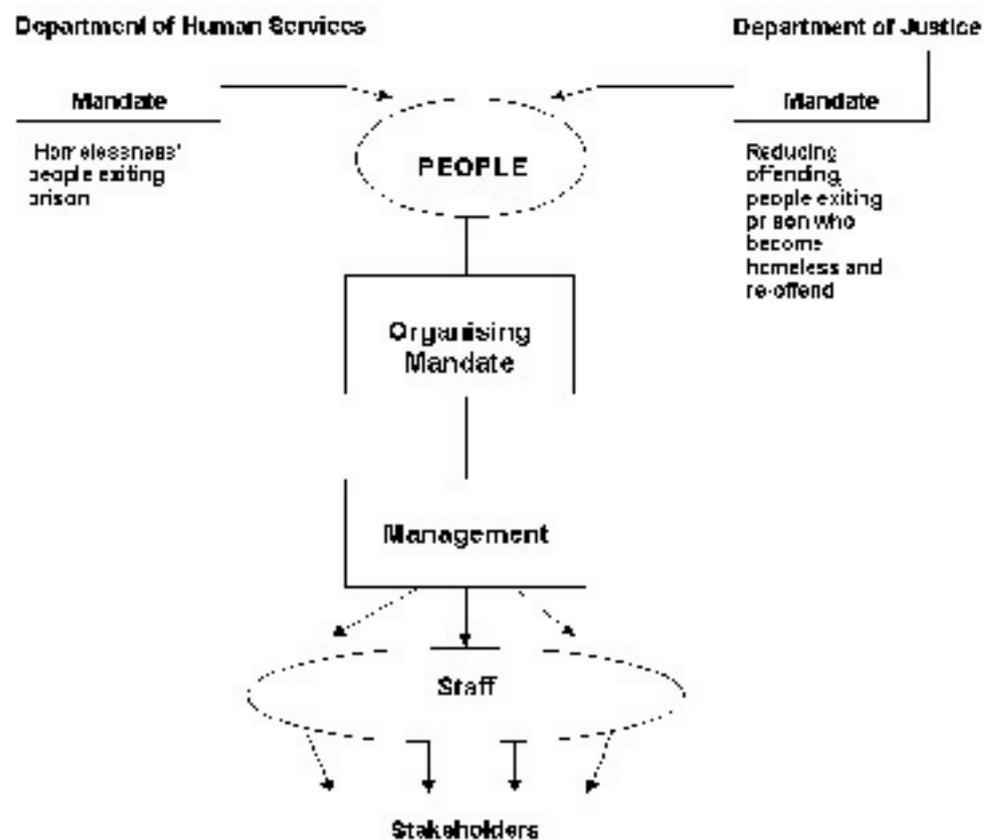
Housing stock is made available by DHS, along with 'pathway' workers in prisons, who identify those likely to become homeless and organise post-release support. For its part, Corrections offers support dollars to fund people in the field who can case manage care of those who leave prison. The result for service users is that their support and housing is coordinated for them and they do not have to shop around. The result for service providers is that they can offer a complete service.

Meanwhile the result for DHS staff (and possibly others) is increased trust and capacity to negotiate and innovate. On the basis of program understandings and the trust and good communication between those in management, those at less senior levels have a mandate to think outside the silos. This is good professional development, and in the interview they spoke warmly about the process.

When asked, those involved indicated that this 'joined-up' approach might be a transferable model 'with the right people in the right circumstances'. One unusual circumstance was that they bring large amounts of resources to the negotiating table (housing stock). However, their particular project was made possible by a particular combination of people, a commitment to working more effectively, a history of working together (due to individuals moving between departments over time), and ongoing relationships of trust. To allow the project to continue, good communication is vital. Honesty is required, and agendas need to be brought to the table, from the top and from the start. If people feel insecure they will retreat to the familiar. Therefore ongoing commitment is required at every level, particularly management: 'It would only take one manager to start game playing and the staff would all retreat back into their own silos.' (Tony Newman, Manager of Homelessness Assistance, Department of Human Services)

In terms of ingredients for Enabling State projects that work, even at this level in government, we can hear echoes of the themes explored last chapter: a creative model, based upon relationships of trust, which take time, encourage engagement at all levels, and support capacity development in leaders.

Figure 4: A joined-up approach within the Department of Human Services Community Housing Service



Enabling joined-up approaches

There is a need for some clear theoretical and philosophical underpinnings surrounding collaboration in youth service delivery. Despite considerable attention being paid to inter-agency collaboration and youth services, it is often unclear what is intended by the term or why it is being advocated. Confusion about desired outcomes is a result of lack of clarity in agenda. Agendas may range from 'crisis driven approaches', to 'economic rationalist' approaches, to 'professional intervention' approaches or 'social justice' approaches (Stokes and Tyler, 1997). There is a growing understanding that even 'professional intervention' approaches can be less than helpful because they focus on inadequacies in individual young people and/or their families, making them 'clients' rather than focusing on empowering them. Inter-agency collaboration on this basis potentially enhances paternalism and control over clients (Stokes and Tyler, 1997; Wehlage and White, 1995). By way of contrast, a 'social justice' agenda, which has a vision for the interdependence of the young person (Semmens, 1996), focusing on their role as active citizens within a community context, and which takes a holistic view rather than segmenting them into 'service delivery' areas, provides a far sounder basis for service delivery (Stokes and Tyler, 1997).

Common systems and structures are required between services as is an alignment of networks, clusters and services. For example, health and education system boundaries are different, school focused youth services do not align with LLENS networks, and LLENS networks do not align with the notional school networks. It is hard to obtain joined-up solutions when services are operating across different boundaries.

There is a need for professional networks in communities, which offer a space for professionals to communicate, to have joint professional forums around common problems, to formulate community solutions and to develop learning and collaborative cultures. Such interaction can lead to new understanding,

attitudes and practices across professional boundaries. Leadership within communities is crucial in this regard and a program of in-depth professional renewal to rethink and develop new ways of working cross-sectorally would support shifts towards joined-up practice.

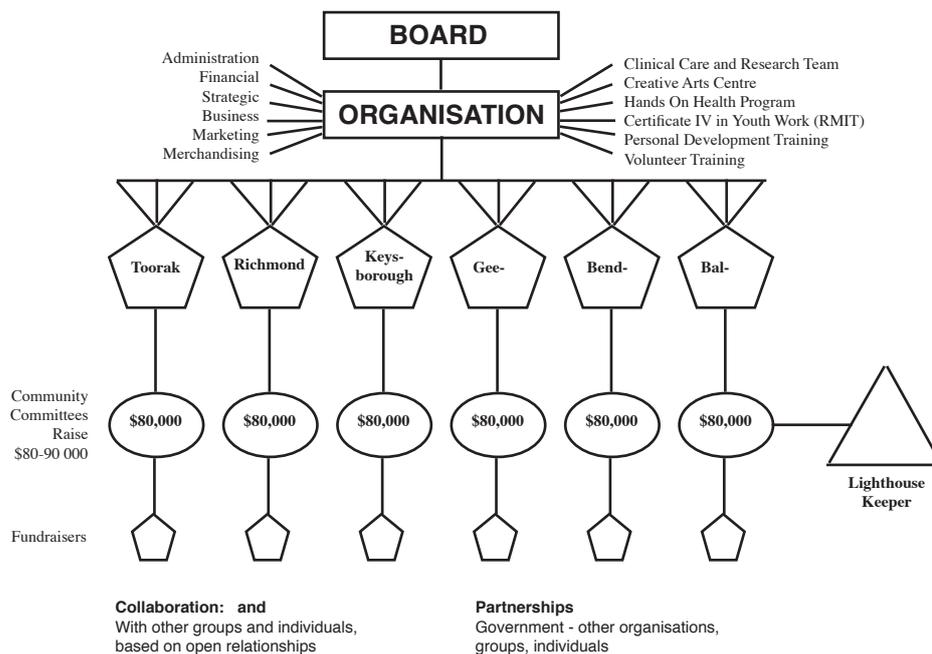
Processes of funding joined-up solutions are an important consideration. Collaborations between organisations take time to develop and require funding which take into account the need to build new organisational arrangements, new relationships, new ways of working and new accountabilities.

Community capacity building models

Like joined-up approaches, there are many examples of community capacity building models. Joined-up approaches are an inherent element of community capacity building, however there are further processes within community capacity building that we will discuss.

Many of the community capacity building projects are home-grown, arising out of individuals, ideas, and networks within communities (for example, the Lighthouse Foundation, Somebody's Daughter, Future of Work Foundation). Others arise in the nexus between communities and research institutions (for example, Communities that Care) and further examples arise from government lead initiatives (for example, Community Support Fund). They build the capacity of communities to engage with their own young people. The Lighthouse Foundation provides an illustration of community capacity building approaches.

Figure 5: Lighthouse Foundation: A community capacity building approach



Enabling capacity-building approaches

Community capacity building requires the development of high levels of cooperation, reciprocity and trust, for members of community to work together. Key organisations charged with the care of young people require space and time to achieve this.

We cannot assume, however, that all communities are prepared or ready to adopt community capacity building approaches. The attitudes and prevailing views of the community will offer very different orientations to the problems

Case Study of Enabling Practice: Enabling communities to care

This project is about effectively teaching the young people to engage with their communities, and communities to engage with their disenfranchised young people. The goal is to provide them with a home environment that emotionally links them to a sense of belonging. (Crome and Barton, 2001)

I was enchanted with 'Clean up Australia Day' – teaching communities how to act on something that they already cared about. (Susan Barton)

Susan Barton explains the simple message and simple structure (see Figure 5), 'Your kids, Your house'. Under each house sits a community committee (youth services, parents who have lost kids, business people, professionals, young people grown up) which represents a microcosm of the whole community. Community committees raise \$80-90 000 per year to run their house (none of it goes back to the central organisation). The Foundation provides support in fundraising to reach the fiscal goal. Each house attracts a major sponsor (eg business, philanthropic or private individual) who contributes services in cash or kind. Schools and organisations, and individuals can also become Lighthouse Keepers, at a cost of \$1-5000 per year. Relationships involve ongoing exchange - for example a carer will talk to the school and Year 10 students can perform community service in the house.

Day to day running involves two live-in carers - the full-time carer and a volunteer support worker. The individualised care connects young people to schooling, work and other more incidental resources (like art supplies). All have access at some point to an in-house psychologist, who works with each individual, with groups, and with the team. Also involved are volunteers, mentors, tutors, even people who come into the house to cook dinner at night. There are also mentors who will take an individual young person out each fortnight. Service groups will also come in and work on the property: 'There always are people coming in and out, interacting with young people'. (Sarah Crome) 'Kids don't just end up with one carer, but a whole community to draw upon.' (Susan Barton) This is about 'Webs on webs on webs of relationships.' (Sarah Crome) In their program review, they quote an Irish proverb: 'It is the shelter of each other that people live in'.

The foundation aims to teach young people to be entrepreneurial. The houses are partly self-sufficient through self-funding businesses (eg Christmas cards, general purpose cards and apparel etc). Volunteers staff the shops, and nearly every house has its own shop. In this way, even those who do not feel that they can offer the young people ongoing relationships, can contribute something.

Formally, eleven years ago the Lighthouse Foundation began linking with homeless young people, communities, local business, philanthropic trusts and government. Since then they have been networking into RMIT to formalise the training of carers and to create a collaborative partnership with academic. There are now seven lighthouses in Victoria, (nearly 8, and beginning to start up inter-state) with several more in development. The key figures see the model as very transferable: 'I'd like a Lighthouse response in every community'. (Susan Barton, founder and CEO, Lighthouse Foundation)

and this, in turn, will result in different approaches to solutions. For example, increases in community violence and drug use by young people may suggest to a community that a more rigorous law enforcement strategy is required. While this is an example of local community decision-making consistent with elements of capacity building, it does not have an orientation towards prevention, engaging young people and reducing demand and harm.

The term capacity building has currency in community, however our research suggests that the interpretation of such a term is varied. According to Finn and Checkoway (1998), capacity building aims to 'transform individuals from passive recipients of services to active participants in a process of community change'. We would suggest that a clearer public education agenda is required to ensure such an understanding.

Consistent with discussions in the field, Crisp and her colleagues (2000) suggest that building capacity requires:

- the development of technical expertise and leadership within communities and ability to selectively recruit external consultants as required;
- organisations to become committed to continuous learning and improvement and to having quality assurance systems to assist in this process;
- a strengthening of organisational capacity to become more responsive to existing and emerging issues – this often requires a shift in policy and processes rather than changes in structures;

- partnerships as outlined in the joined-up approaches section;
- forming workable organisational structures within community.

Examples of successful community capacity building are those which are initiated and implemented from within the community. It is important to stress however, that this is most likely to be effective in communities with existing resources.

Issues of accountability and measurement of community capacity building arose at many points in this project. Short-term funding arrangements were a source of constant concern to those in the field, who suggested that the energies directed towards finding money was to the detriment of service delivery, developing partnerships and community capacity building

There must be a commitment to ensuring that projects initially funded with a target of capacity building are not subsequently treated as pilot projects and refunded on a recurrent basis. Such action will do nothing to convince future grant recipients that the funding body really means what it says in respect of being committed to capacity building (Crisp et al., 2000, p. 106).

A range of evaluation approaches to community capacity building is necessary and VicHealth has recently commissioned work to explore these approaches. This work will be most useful in informing potential accountability measures. Our work suggests that processes of community and organisational capacity building are crucial indicators of change and that governments play an important role in not only making these processes explicit but also supporting these processes.

Capacity building in young people: youth participation and engagement models

Good examples of youth participation, engagement and leadership were embedded

Figure 6: A model of youth participation and engagement (adapted from Irby et al., 2001).



in many of the programs involved in this research and these principles were central to the ways in which all of the really effective projects were structured. Few participants, however, articulated an explicit framework for youth participation and engagement. This is not to say that there is no clear framework but rather it remains an implicit element of work.

We have summarised the elements of youth participation

and engagement models that we observed in this project. These include:

- Using creative and strengths-based models;
- Promoting young people in leadership and governance – especially those least likely to have these opportunities;
- Encouraging civic engagement – young people as community actors, change makers in community. In this way, skills are developed in authentic ways instead of artificial add-on programs of life skills and self esteem building;
- Ensuring that the programs were inclusive of all young people;
- Providing safe spaces for young people to congregate and participate;
- Working with young people to gain insights into problems and issues, cultures and a voice in community planning and public policy.

Enabling youth engagement approaches

We suggest that all youth focused organisations should have a clearly defined framework for youth participation and engagement. This will require new types of youth-adult partnerships, with young people and adults working together in different ways. There is also a need to consider the role of family within these relationships.

To enable youth participation and engagement approaches, there is a need to change the orientation of funding from problem-oriented models to ones which promote key protective factors in young people's lives. These include strengthening caring relationships, creating opportunities for participation in engaging activities, and the provision of a continuity of supports and opportunities. Communities need a framework to guide actions and strategies to promote these key protective factors.

There is a voice of caution here. We cannot ignore the fact that we have a small percentage of young people in need of highly specialised services. The inclusive practices offered in creative, strength-based approaches suggest that it is not an either/or choice. Instead these approaches allow for important skills and processes to be developed in supportive environments and for young people to access appropriate services in a timely manner under the guidance of these highly committed adult leaders.

We need to have a better understanding of the resources in communities that will support youth engagement. It is well documented in the literature that the resourcing of communities relates to the opportunities. This is not just about money; it is also about the networks of support, the opportunities for adults to play a role in supporting young people, and the leadership in communities.

Schools can provide a key base of support for community change initiatives and young people can work within schools on change initiatives to address issues of concern. These are conducted with support from key adults within schools and communities.

Alongside this approach there is a need to shift from the prevailing view of young people as problems, to a view which considers young people as citizens, who can contribute energy, talent and commitment to community change (Irby et al., 2001). Irby and colleagues stress, however, that the 'power and potential is lost if youth participation is seen as a program in itself'. (2001: 37)

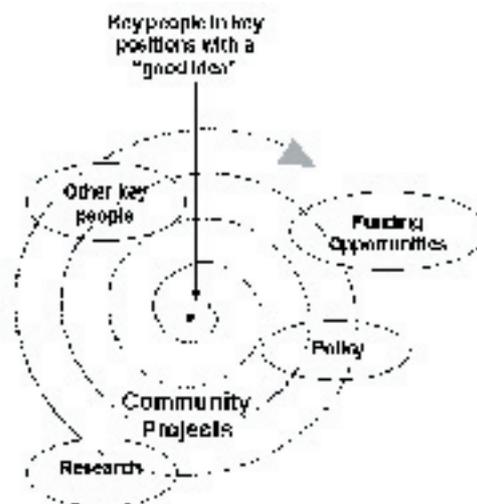
A model of innovative practice at the community level

This final section looks at the process of innovative community level practice particularly with marginalised young people. More generally, it poses a new way that we might think about an enabling state supporting community-based practices.

Figure 7 depicts the processes of innovative practice in the field, and it also represents the themes found in the literature. Community-based projects happen not from the top down, or from the bottom up, but from the 'inside out'. Rather than being about what should be or should not be happening, this is a reflection of 'what is' - the common elements of process.

- The process always starts with an individual leader and idea;
- Picking up speed as others close-by catch or share the articulated vision;
- Growing through wider networks - energised when connecting with like minds and other stories;

Figure 7: Innovative Practice at a Community Level



- Sometimes overlapping with youth policy;
- Often drawing upon specific bodies of research;
- At times landing serendipitous or hard-won funding and support ;
- Often functioning despite the state rather than being enabled.

The simple spiral is elegant. It is also fragile. The process of developing community-based programs often makes heavy demands on leaders and participants alike, can be hard to sustain, and involves high rates of burnout. Those who have a passion and a vision for working particularly with marginalised young people, and who do so well, are highly skilled, and needed by their communities. Despite this we found this group of skilled professionals (eg artists, psychologists, managers) were working in a context of minimal job security on short-term projects.

Particular issues that were raised include short-term funding, the hours and energy required to keep up with submission-writing, (and away from the team and the young people) and being unable to get funding because the project is already 'up and running'. Also respondents isolated the particular struggle of having to re-invent working projects to fit in with new policy priorities or rounds of issue-based funding. In effect, projects that work very closely with marginalised people can find themselves 'homeless' – valued by communities but without long-term affiliation or support.

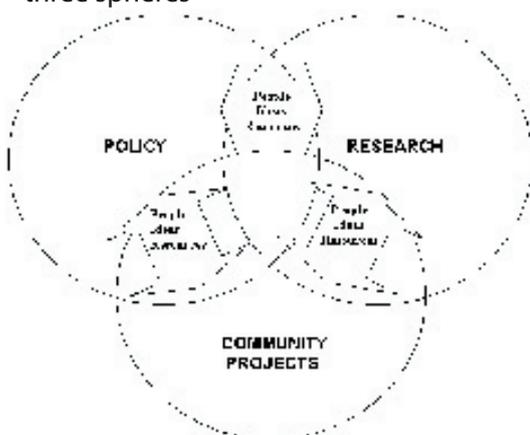
In the United Kingdom, the Community Action Network was started by 'social entrepreneurs', who work to build capacity, in similar ways, within their own communities. Recognising the significant role played by these local leaders with a passion, the Network has been substantially backed by the Blair government. Paralleling this, more recently in Australia, the Social Entrepreneurs Network has been formed to provide a home and some support to those who are working, often with small teams and big networks, to address their own communities' issues. An enabling state would require support for these leaders.

A conceptual model that demonstrates the application of enabling state principles to the delivery of youth services encompasses three overlapping spheres of practice:

1. Community initiatives;
2. Policy (including government infrastructure: strategists, policy makers, bureaucrats/managers);
3. Research.

This is shown in Figure 8 as three intersecting circles, representing the discrete areas of community initiatives, policy and research, and also the links and intersections between each.

Figure 9: The relationships between the three spheres



Each area of practice informs the other. As well as needing to 'silo-bust' within the circles, the arrows point to the critical spaces where some intensive translation needs to happen, between the different spheres. Further, we suggest that the arrows are not just about the flow of ideas and resources, but also of bodies, of personnel. It is only in this way that people will be extended beyond 'thinking as normal'.

Some elegant examples of exchanges (of people between spheres) have been pioneered here in Victoria, with startling results:

- Within the public service - in the Department of Human Services Community

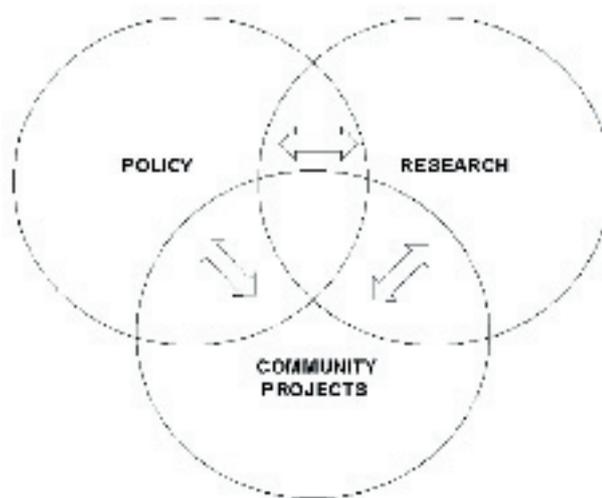
Policy brings:

- A basis for government working with communities;
- Philanthropic and corporate sponsors;
- A base/infrastructure for pioneering and 'homeless' projects;
- Infrastructure for training, sustainability, accountability;
- Managers who can talk across boundaries;
- Advocates with-in departments who can navigate barriers, address issues of red tape, make things happen at a departmental level (Mawson's 'civic entrepreneurs');
- Decisions about resource allocation informed by research (in turn, informed by community projects).

Research brings:

- Ways of documenting what works, what does not work, good practice, challenges, struggles, issues;
- Another layer of direct communication with young people (eg consultation, action research);
- An evidence-base to inform future project and policy development;
- Data which can serve as a basis for funding and for resource commitments to communities;

Figure 8: Enabling State – The Three Spheres of Practice



• Rather than being simply collectors of facts and figures, researchers can be centrally implicated as storytellers and story collectors - making the features of good practice and process accessible to other communities, to policy makers (eg see the work of the Brisbane Institute on the Enabling State and Social Entrepreneurs).

Community initiatives bring:

- Grounded practice;
- Trust relationships with local young people;
- An all-too-real awareness of local issues;
- Relationships to local resources (local concerned people, social capital, volunteer hours, business support in cash or kind);
- Living examples of 'what works', and what doesn't work. Central issues of practice and process become embodied.

Housing Program;

- In the community sector: The Lighthouse Foundation;
- Between research, community, philanthropic and Community Support Fund: Communities that Care;
- We also see this happening organically within communities as leaders of projects that work move and are enabled to mentor other communities, and organically within departments as people move horizontally.

Also internationally:

- UK - examples of exchanges, civic entrepreneurs doing community placements to develop an understanding of the issues 'on the other side' (Mawson, 2000a);
- Scotland - Strathclyde University lends academic support to rural

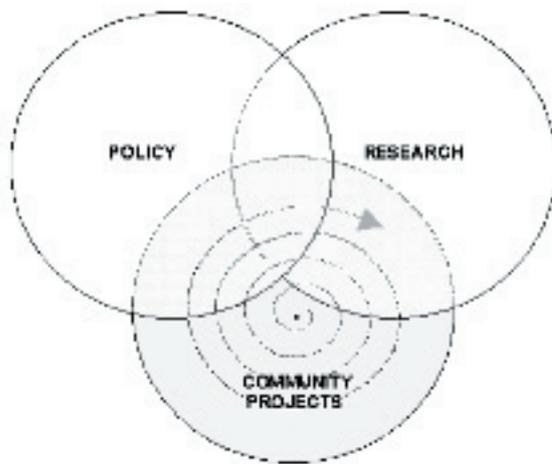
communities over several years while they work on their own capacity building project, in return for being able to document the process (Fagan, 2001).

A conceptual model: enabling innovative community-level practice

The discussion that follows has abstracted key elements of enabling state processes that might be applied to a variety of situations. This is how it could look. As in the earlier model of community practice, the spiral works outwards, starting from individuals, ideas, relationships, and networks.

The model, illustrated in Figure 10, recognises that development starts from small initiatives that work, and progresses from there.

Figure 10: Creative community project supported by enabling state infrastructure



These developments, in an enabling state process, are strengthened through the knowledge gained from research and evaluation and through policy influences. The ongoing links with research and policy are multidirectional, with influences going both ways. The implementation of enabling state processes involves the systematization of these flows of knowledge and information (rather than relying on serendipitous interactions, as happens currently).

The implications of this enabling state model are that projects are able to unfold (as they do) but:

- Supported by state infrastructure (networks, civic entrepreneurs, brokers, advocates);
- Training and networks are available (sharing stories);
- There are recognised processes of being informed by and informing research.

Further questions

In practice, there are a number of challenges that would have to be met.

- How to be enabling rather than constricting - how to support but not smother or lock-down creative, dynamic and continually emerging projects;
- How do young people participate in the development and implementation of these models?
- How to build in reflection time for practitioners, and young people;
- Issues of accountability and evaluation.

In the final section of the report, we consider the implications of these models for different segments of the community in the delivery of youth services. We provide a set of recommendations for the role of government in enabling communities outlining practical steps that need to be taken to shift towards an enabling state in the provision of youth services.

Implications and Recommendations

In this final section of the report, we consider the implications of implementing these models within different sectors. We focus on particular strategies aimed at enabling communities to build capacity, construct joined-up solutions, promote youth participation and engagement, and link with research and policy.

Finally, we turn to recommendations for State government. We have made recommendations for the role of government in enabling communities in the delivery of youth services. These recommendations address five key areas of defining good practice, investing in people, providing longer-term funding, measurement, and rethinking practice. Within these areas we have proposed recommendations for policy and practice.

We complete this report by framing some further questions, which we think are essential to extend our understanding of the application of enabling state principles to promote better outcomes for young people.

Implications

Table 1 (over page) provides a summary of the implications of the application of enabling state principles in youth service delivery for different sectors within the community. These implications are derived from the discussions in the previous sections of this report.

Recommendations

The implementation of enabling state principles will occur in practice in real places and perhaps virtual ones. Therefore understanding the role of communities of interest and of geography is fundamental. Enabling state principles place a strong emphasis on community initiated activities. To support communities, we recommend the following strategies for State government.

1. Define good practice

A key tool in achieving a change in the culture towards enabling state principles is the development of commonly understood definitions of good practice. There are already many examples of 'good practice' that can be drawn on.

- 1.1 Engage key groups of researcher, practitioners, local government and young people to define the indicators and outcomes of good practice (Government/Policy);
- 1.2 Provide funds to support the documentation and definition of good practice in capacity building, joined-up solutions, and youth participation and engagement (Government/Policy);
- 1.3 Develop a clear theoretical framework to inform action and evaluation of practice (NGOs and Youth Organisations, Government/Policy, Researchers, Schools).

2. Invest in people

One of the most fundamental principles of the enabling state is the value of people. This research points to the importance of investing in people not services. Ideas start with people and the growth of successful community building is dependent upon the relationships and networks of people within and between communities

Table 1: Implications for implementation

Enabling Communities	Capacity building	Joined-up solutions	Youth participation and engagement	Research	Policy
Agencies, NGOs, youth organisations	<p>New processes and structures creating workable and responsive youth organisations</p> <p>Commitment to continuous improvement and becoming learning organisations</p> <p>New links with other sectors in community</p>	<p>Clear theoretical underpinnings for collaboration</p> <p>Common systems and structures</p> <p>Developing communities of practice with young people, not issues focused agencies</p> <p>More generic, accessible services for young people and their families</p>	<p>Explicit framework for youth participation and engagement</p> <p>Investment in building and sustaining relationships with young people</p> <p>Training programs for staff and young people in youth</p>	<p>Support practice-based research</p> <p>Adopt a capacity building focus for measurement</p>	<p>Common policies across professional boundaries</p> <p>Examine different policies and how these might get in the way</p> <p>Longer term cross- departmental funding for community initiatives</p> <p>Decrease language</p>
Schools	<p>Schools as core social centres and learning organisations for communities</p> <p>Majority of school staff demonstrate commitment to improvement</p> <p>Use school buildings after hours and at weekends - School buildings providing safe spaces where community</p>	<p>Closer links between schools and communities</p> <p>New forms of governance</p> <p>Greater exchange of staff between school and community</p> <p>Alignment of health and education</p>	<p>Joint youth-adult learning activities</p> <p>Explicit community change and school change initiatives as part of the learning</p> <p>Provision of diverse co-curricular activities</p> <p>Practice youth participation through Student Representative Councils</p> <p>Encourage active and democratic citizenship in schools</p> <p>Create and support varied learning pathways for young people</p>	<p>Regular assessment of school environments and young people's connectedness to school</p> <p>Quality of relationships and learning</p> <p>Action and participatory research with schools on youth participation and</p>	<p>Review of school exclusion and student management policies to more inclusive practices</p> <p>Rethinking core business of schools as part of</p>
Parents and families	<p>Meeting places for families</p> <p>Families having a voice in community</p> <p>Opportunities to contribute and make a difference</p>	<p>Access to services, adequate transport and supports</p>	<p>Parents and families as partners with young people</p>	<p>Families as research partners informing issues of concern and proposing and monitoring</p>	<p>Family-centred policies</p>
Young people	<p>Energy, talent and commitment to community change</p> <p>Need to be taken seriously</p> <p>Opportunities to contribute and make a difference</p>	<p>Improve generic skills of workers so young people can access support and be guided to specialised services</p>	<p>Partnerships with adults over time – trust</p> <p>Opportunities for meaningful engagement in real issues and creative programs</p>	<p>Young people as research partners informing issues of concern and proposing and monitoring change</p>	<p>Policies which promote youth participation and engagement</p>
Local government	<p>Invest in development of leadership and expertise across sectors within community</p> <p>Managers who can talk and work across boundaries</p>	<p>Professional networks and forums in communities- rethinking practice and formulating</p>	<p>Resourcing youth engagement and participation in local government</p> <p>Focus on connecting a</p>	<p>Identification of issues and problems initiated at the community level</p>	<p>Clearly defined policies promoting youth participation and engagement</p> <p>Community understanding of problems and solutions linked to</p>
Research organisations	<p>Partnerships with communities to support needs assessments and gathering the evidence of 'what works'</p>	<p>Work with community partnerships to review processes and evaluate effectiveness of</p>	<p>Partnerships with young people in research</p>	<p>Supporting professionals in developing practice-based research approaches</p>	<p>Evidence-base to inform policy development</p>
Media	<ul style="list-style-type: none"> • Change perceptions of youth in communities - Young people as creative talented individuals not problems • Elimination of sensationalist scare-tactic stories • Reporting of initiatives that work 				

of practice. Many of the barriers to enabling state principles derive from an 'us' and 'them' mind set. Divisions between grass-roots and ivory towers, practice and policy, and private and public suggest a need to find new ways that people bridge these boundaries to enable a flow of ideas, good practice and resources.

For young people, trusting relationships with key adults are essential. Approaches which engage young people in creative school/community activities, build those relationships with key adults. These adults play a pivotal role in prevention, promoting young people's engagement and ensuring appropriate and timely access to care. This is essential for all young people. This adopts an holistic approach to individuals and communities and recognises that young people have an important role in designing and contributing to community building (and youth services). Becoming 'joined up' is a learning process and requires learning organisations, a commitment to professional renewal and a generic approach to the health and wellbeing of young people.

- 2.1 Further explore the concepts and roles of civic entrepreneurs, and other human bridges who might link different sectors (Research, Government/Policy);
- 2.2 Assist communities to invest in building sustainable relationships with young people and for developing explicit frameworks for promoting youth participation and engagement (Government/Policy);
- 2.3 Enhance development of knowledge and skills of practitioners, leaders and managers in youth services through strategic, in-depth professional development (Education/Research).

3. Provide longer-term funding

Many examples of good practice based in communities are constrained by funding arrangements. The short-term nature of much funding that is available works against many of the principles of the enabling state and reinforces a 'project' mentality. In addition, funding is usually sourced through 'silos', which often necessitates a focus on segmented service delivery. We need to focus our funding towards communities of practice not issues, and we need to pay attention to the funding of an infrastructure which will allow for sustainable community building.

- 3.1 Assist effective local programs (school or community) to go beyond a 'pilot phase' towards a systems change agenda (Government/Policy);
- 3.2 Establish cross-departmental 'foundations' at a government level, to pool funding from different departments for the purposes of funding long-term, sustainable youth programs (Government/Policy);
- 3.3 Strengthen the links between government and corporate sectors for community capacity building initiatives (Government/Policy).

4. Measurement

Enabling state principles potentially change the orientation of measurements from a problem-reduction focus to a capacity building focus. A narrow focus on quantifiable, short-term outcomes from youth services goes against enabling state practices. More work will need to be done to generate measures of 'success', particularly if success means that communities are more able to define the needs of young people and are more able to address these issues effectively. This will require a wider lens to evaluate community capacity or organisational capacity. This shift will involve a new framework and practitioners will require new skills in evaluation and research in order to contribute to this process.

- 4.1 Commission further research into models of measurement of enabling state practices in the delivery of youth services (Government/Policy);

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- 4.2 Develop further investigation into measuring community building which supports the health and wellbeing of young people (Government/Policy);
 - 4.3 Build the concept of 'learning organisations' into a model of services or programs for young people (NGOs, Youth Organisations, Government/Policy, Schools).

5. Rethinking practice

The challenge presented by shifting towards an enabling state approach in the provision of youth services is enormous, and its implications far-reaching. Our research suggests that the preliminary moves in this direction, including cross-sectoral collaboration in local services, local partnerships between the education and community sector and other examples, quickly revert to past practices that are familiar. This is because moving from a vision of new ways of working to practice involves a process of re-thinking and re-learning. This process itself needs to be strategic and supported, so that new ways of working are forged. People working at all levels in the youth services sector have much to learn from each other. Yet often the language and perspectives that have become habitual within sectors becomes a barrier to communication. The application of enabling state principles to youth services involves focusing on the youth workers, teachers, administrators, managers and all other people who work in the field of youth services, to consciously develop communication, new knowledge and practice.

- 5.1 Support the development of professional networks within communities to promote dialogue between professionals from different sectors, to formulate local evidence-based solutions and to promote learning and collaborative cultures (Government/Policy);
- 5.2 Provide leaders and managers from government departments and communities with in-depth professional development to promote new ways of thinking and working to promote joined-up solutions and build capacity in community to support young people (Government/Policy);
- 5.3 Incorporate youth participation models into practice so that young people have an input into the development of youth services (NGOs and Youth Services, Schools).

Processes from here

This report has presented the early stages of a 'vision' of what enabling state principles might look like in practice. More work needs to be done to develop the detail of this vision and to develop a sound basis for developing strategies.

The next step from there is to develop a better understanding of the environment in which youth services are operating. An environmental 'scan' is an essential part of the process of developing effective strategies. This would involve asking:

- What are the current programs and initiatives that appear to model enabling state approaches?
- What are the current practices that act as barriers to implementing these principles?
- Who are the key people involved?
- How are young people involved as participants (ie not just clients)?
- What barriers to participation do young people identify?

If enabling state approaches are the goal, then the principles should be applied to every step of the process of implementation, including the design and implementation of further research and the development of principles for funding and practice.

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Appendix A: People Interviewed

Contacts/Interviews	Organisation
1. Charles Brass	Future of Work Foundation
2. Greg Johnson	Maryborough and the Shire of Central Goldfields and Youth Taskforce - 'Strengthening Goldfields'
3. Susan Renn	DEET, Bendigo Region
4. Maud Clark Wodonga	Somebody's Daughter Theatre Company,
5. Peter Cox	Future Employment Opportunities Bendigo
6. Susan Ball	VicHealth
7. Anthony Wilson	Brunswick Central Teaching Unit
8. Harry Lovelock	School Focused Youth Service
9. Janet Everist	School Focused Youth Service
10. Sally Marsden	Connexions Art Program, Jesuit Social Services
11. Martin Thiele	Connexions Art Program, Jesuit Social Services
12. Susan Barton	The Lighthouse Foundation
13. Sarah Crome	The Lighthouse Foundation
14. Carolyn Gale	DHS, Community Housing
15. Margaret McDonald	Communities That Care
16. Dave Glazebrook	VisyCares Centre, Dandenong
17. Leslie Wilson-Jones	Warrnambool TAFE
18. Jenny Madden	Warrnambool TAFE

Appendix B: The Forum

Name	Organisation
1. Jennifer Fraser	Youth Strategy
2. Chris Mathieson	Disability Plan, Department of Human Services
3. Nigel D'Souza	Community Building Strategy
4. Anthony Wilson	Brunswick Central Teaching Unit
5. Susan Ball	VicHealth
6. Karen O'Neil Johanna Breen	Department of Human Services Child Protection and Juvenile Justice
7. Kris Arcaro	DE&T, Student Welfare
8. Jenny Newcombe	DE&T, Student Welfare
9. Wahdiah Hopper	DE&T, Office of School Education
10. Kate McKenzie	Department of Premier and Cabinet
11. Peter Jones	Department of Premier and Cabinet
12. Gabrielle Castellan	Policy Analyst, Department of Premier and Cabinet
13. David Ware	Department of Premier and Cabinet
14. Virginia Todd	Office for Youth
15. Jan Osmotherly	Somebody's Daughter Theatre
16. Paula Grogan	YACVic Policy Officer

Appendix C:

Forum Responses

1. How could an Enabling State model make a difference to young peoples' lives (or for 'client outcomes') in this area of public policy?

The Enabling State Model can make a difference to young people's lives particularly in the area of outcomes if the focus of any redevelopment or rethinking is on notions of respect, holistic approach and changes in attitude and values. Better outcomes for young people will flow from a funding source that has less fragmentation, greater connection and a joined-up approach to planning.

The task of defining key outcomes for improving young people's lives in the context of family life, neighbourhoods and wellbeing is also pivotal to responsive service delivery. Youth Participation in decision making, encouraging dialogue between Government and Non Government Sectors and resourcing initiatives developed by communities.

2. What type of funding or resource allocation models might be adopted and how could they operate, taking account of issues of accountability and options for pooled funding within and across portfolios?

The funding models could operate with less emphasis on specific programs and more emphasis on funding for general health and wellbeing and what the community deems as its priorities. There would need to be an agreed set of outcomes/joined-up committees, management bodies/greater transparencies.

Longer funding times. Regional youth committee or local Employment Networks could be given packages of funding to administer by different arms of Government. Identifying the importance of Non Government and local Government capacity to working closely within communities (geographic) and shift balance that includes their involvement in planning service models (eg school focused youth service program).

Communities could be funded to address issues identified in their strategic plan/needs analysis process. The way they address the identified needs is up to the community. Funding could be given to programs that enable youth participation in local forms. Recurrent funding (dependent on evidence of success) of best practice. Funding pooled to Regions and expended according to Regional/Local Community plans.

Funding that accounts for the different roles workers play in reality eg they are not just "housing" workers - they must also deal with Drug Treatment Services, Juvenile Justice, Child Protection and other areas. Intensive resourcing for early intervention and primary prevention balanced with a need to support the groups of young people and their families currently at risk. Prevention takes time.

Not a competitive environment for funds between departments but look at how we can support kids and families best. Perhaps this requires directive from above the silos that favour will exist for applications that display joined-up planning and funding options, such as the Working Together Strategy Example and School Focused Youth Services model.

3. What are the points of intersection within community services provided by different levels of Government and how within the proposed models could these be addressed?

The points of intersection within community are;

- Local Government, Non Government;
- There may be steering/advisory committees established representing all community services whereby planning expected objectives/ outcomes for each service provider;
- Federal – Income support, employment support;
- State – Education, Child Protection, Juvenile Justice;
- Local – Generalist Youth Work;
- Schools and Communities and businesses;
- Point of intersection needs to be the needs of the person (not Department fulfilling its requirements first).

How?

- Partnership between same local Government and State Government in delivery of growth services could be harnessed;
- Acknowledge partnership where it exists and support it;
- Expand coverage to all of state – particularly in remote rural areas - equity;
- Local level intersection with LGA for coordination of and facilitation of agency interaction.

4. Would it be conceivable to 'franchise' successful Enabling State practices and apply them in different geographic or human service environments? What are the likely preconditions for fostering transferability?

In order for Enabling Projects and/or work to be transferable across different settings, thought must be given to the individual nature of communities. It is recommended that the transferable elements relate closely to the themes identified. For example, relationship and trust, investing time and engaging in the other's story are principles which drive practice and can be implemented within an identified community context. Initial investigations and consultation would be necessary in order to identify ways of translation within specific cultures/communities;

Not exactly franchise. Transferability requires ownership by a key driver or drivers who will champion the model and adapt it to the local situations and get other local support.

5. What could a locally integrated set of support services for young people consist of? What scale of activity is most likely to facilitate adaptable and responsive community action?

- Support services for young people could be located within a central hub in the school and linked with the community;
- Management committee with young people as representatives for all of the relevant service sectors ie mental health, education, counselling, income support;
- Would be a composite of a range of skill development services ranging from independent living to positive self-image. There would need to be a focus on vocational programs;
- A strong drive is needed to mobilise support and generate community

action. It is also important to 'advertise' positive development and ensure others in community are aware and to enable knowledge sharing between communities. Must involve all sectors with the community;

- One stop shop via generic primary services with a willingness to take on an extended role with at risk young people eg school, CHC.