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**POLICIES FOR NEIGHBOURHOOD INCLUSION?
PUTTING PLACE INTO POLICY AND HOUSING INTO PLACE**

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Abstract

The paper will report on the initial findings of a major two year ARC funded study of social exclusion in New South Wales and the policy options for tackling disadvantage at the local scale.

The study focuses predominantly on disadvantaged areas where housing is predominantly in private ownership. It therefore moves the urban renewal debate away from a primary focus on public housing and disadvantage and towards local neighbourhood disadvantage regardless of tenure.

The paper starts with a brief profile of the areas of high disadvantage in Sydney. The paper will then review the range of programs aimed at addressing place based disadvantage that operate at a variety of geographical scales in New South Wales to set the policy framework. The local impacts of these programs in the central area of Western Sydney will then be reviewed, based on fieldwork with local and state government agencies. Interim conclusions will explore the implications of the way current place focused policy initiatives are working on the ground for the further development of policies to address social disadvantage at the local level.

The research on which this paper is based is continuing.

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1 Introduction

This paper reports some of the initial findings of a two year ARC funded study of social exclusion in New South Wales and the policy options for tackling disadvantage at the local scale. In particular, the research is aimed to explore the link between housing and locality and social disadvantage. In the debates that have surrounded the development of current policy interventions in aspects of social disadvantage and, more recently, social exclusion in Australia, it can be argued that locality, and with it housing, have played only minor roles. Indeed, the Welfare Reform review of last year said little if anything about housing (Reference Group on Welfare Reform, 2000). Yet we know that location and housing plays a major role in the experience of disadvantage. Indeed, housing, in terms of its costs, quality, location and other attributes play a crucial role in determining life chances and access to resources and opportunities. But in most policy interventions aimed at addressing aspects of social disadvantage and exclusion, at least outside of the public housing authorities, housing is conspicuous by its absence.

The particular focus of this paper are those localities where social disadvantage and exclusion is concentrated, and the policies, interventions, programs and initiatives that seek to assist people and households that live in these localities. Moreover, it will be argued that housing plays a critical role in both the formation of these areas and in the lives of those who live there. Housing and the associated local physical environment should therefore be integral to any holistic policy response to disadvantage in these areas.

The broader research on which the results presented here form a part has focused on both areas of high public housing as well as areas where housing is predominantly in private ownership. It therefore attempts to move the debate on urban renewal and place-based disadvantage away from a primary focus on public housing and to the broader issues of local or neighbourhood disadvantage and renewal regardless of tenure. Finally, the research also attempts to address the issue of the relationship between physical land use planning and social planning at the local scale. Local Councils in NSW have clear statutory responsibilities for environmental planning and for preparing social plans to guide the provision of social services in their areas. Both elements, we would argue are crucial for proper policy response to local disadvantage, especially where housing and amenity needs to be incorporated into the policy considerations. However, this is clearly lacking in most Local Government Areas (LGAs) at present. Neither is there any clear relationship between these two local planning practices and the broader strategies for the implementation of initiatives at the local level.

The paper begins with a brief discussion of some of the main concepts that underpin the discussion. This is followed by a profile of the areas of high disadvantage in Sydney. The aim here is to establish the fact that social disadvantage and social exclusion are not the preserve of public housing estates. The paper will then review the range of policies and programs aimed at addressing place-based disadvantage that operate at a variety of geographical scales in New South Wales to set the policy framework. The local impacts of these programs in our study area of Central Western Sydney will then be reviewed, based on on-going fieldwork with local and state government agencies. Finally, some

preliminary policy implications are drawn from this analysis that may inform future policy development.

2 What is social exclusion?

What is social exclusion? This is not the place for a thoroughgoing review of the concept (see for example Room, 1998; Burghman, 1995; Byrne, 1999; Cousins, 1998; Madanipour, *et al*, 1998). But we do need to briefly address this to set the context for the discussion of policies and programs that have been developed that address aspects of this in NSW, policies that can be considered to be assisting in generating greater social inclusion.

From a review of the literature on social exclusion, it is evident that there are common themes running through the definitions of social exclusion, namely:

- it is qualitatively distinguished from simple poverty;
- it is multi-dimensional in nature;
- it involves being unable to participate in society by being ‘locked out’ of systems in society, including the social, economic, political and cultural systems;
- it has been greatly exacerbated by economic reform and the associated impact of recent welfare reforms;
- it is often associated with specific neighbourhoods or regions – it has a spatial dimension;
- it involves the denial of social rights/citizenship to some degree;
- it is concerned about relationships and networks within which individuals are situated and which provide the social milieu in which life-chances are played out;
- it is a dynamic process.

These common elements are nevertheless drawn from a variety of theoretical understandings. In an attempt to bring them together, we offer the following definition of social exclusion. The aim is to capture most of these elements in a way that contributes to the current debate in how the concept of social exclusion could be applied in the Australian context and incorporates a strong place basis:

- Social exclusion occurs where an individual is unable to participate in the normal activities of that society because they do not have the resources and power to access entry to social, economic, cultural and political systems. The geographic location of the individual can also affect that individual’s accessibility.
- When an individual is located in an area that inhibits their ability to access systems that are available to general society. The individual does not have the power to participate and the area is not sufficiently resourced to cope with the concentration of disadvantage.
- Social exclusion is often associated with a concentration of disadvantage households or individuals in a specific area. The individual is socially excluded

as they are located in an area where their ability to access services and resources available to everyday society is limited. The disadvantage that is experienced is persistent and reinforcing. The locational aspects of residence compound the individual disadvantages individuals face.

In reality, of course, social exclusion is not a new phenomenon. In the not too distant past, the term multiple deprivation was used to describe the complexity of the issues involved. However, the expression of the problem undoubtedly changes and the concept of exclusion embodies a range of new perspectives on the nature and causes of disadvantage. In particular, it involved concepts of the relational nature of disadvantage, and the interpenetrating nature of its multiple causes.

Social exclusion and place

The term social exclusion, and its corollary social inclusion, has emerged as a new feature of policy debate in Australia surrounding the longstanding issue of poverty and social disadvantage. In particular, the term has become closely associated with the new geography of disadvantage, of those communities and neighbourhoods where disadvantaged households have become concentrated. A key feature of the European literature and, more specifically, policy debates on social exclusion is the often strong association with place or area based disadvantage (Social Exclusion Unit, 1998, Smith, 1999; Jones and Smyth, 1998; Stewart, 2001). Social exclusion has been invoked to explain the social processes that have led to the emergence of localities where there are concentrations of households with high levels of social disadvantage.

For example, Hinds, Pickering and Park (2000) explain that while social exclusion is experienced by individuals, these individuals are often clustered near to one another, giving rise to neighbourhoods characterised by high levels of exclusion.

The most commonly quoted definition from the UK Social Exclusion Unit also broadens their definition to include areas;

Social exclusion is a shorthand for what can happen when individuals *or areas* suffer from a combination of linked problems, such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown.

(UK Cabinet Office, Social Exclusion Unit Website, 1998, emphasis added)

Room's (1995, 1999) examination of the literature on social exclusion also identifies that there is more recognition of the importance of local area in understanding the origins of social exclusion.

3 Social inclusion and place focused policy

The response to the problems faced by highly disadvantaged localities have been a range of policies and programs targeted at a range of spatial scales which attempt to address aspect of social exclusion in different locational contexts. In Europe the development of

a strong regional policy has been in part based on an understanding of the spatial aspects of social disparity (Gleeson and Carmichael, 2001). At the intra-regional scale and particularly at the local scale, a plethora of place-based policies have been developed to address aspects of locational or neighbourhood social disadvantage and exclusion (Parkinson, 1998). The recognition of the complex interrelated nature of social exclusion – the “joined-up problems” of the policy jargon – and the need for a range of integrated policy initiatives to assist in tackling exclusion has now become a mainstream concern of policy (OECD, 1998; Smith, 1999; UK Government, 2000b). Similar policies have also developed in the United States in recent years (Stegman, 1998).

In simplistic terms, social inclusion is seen to be the corollary of social exclusion. The aim of these kinds of policies has therefore been to attack the complex causes of social exclusion, and thereby generate a more inclusive social environment, where disadvantaged households are more able to access the mainstream resources and opportunities available to the bulk of the population. Policies that aim to generate inclusion therefore need to reflect the complex nature of the problems.

So what do such policy initiatives aim to achieve in practice? Stewart (2001) has identified four main “functional directions” of place based policies in the European context:

- *The stimulation of the local economy and employment prospects*, including programs to tackle lack of jobs and welfare dependency, through job creation projects or improving labour supply characteristics through skills training, intermediate labour market projects and so on.
- *The renewal of the physical environment*, including renewing the housing stock, clearing derelict land, and improving local environmental amenity.
- *Enhancing social conditions and social relations*, often based on policies to renew social capital based on trust and interdependence and build greater social cohesion. Children, families and women are seen to be key target groups in these kinds of strategies, as well as other groups seen to be socially isolated. Programs here focus on early intervention, community capacity building and development, leadership projects, and so on.
- *Greater political engagement*, based on the idea that disadvantaged areas are disenfranchised from the “normal” mechanisms of social engagement. Provision of information on government services and other opportunities, advice services, consultation processes, participation activity and developing local management structures are common initiatives to address this issue.

Further, Smith (1999) has summarized the justification for these kinds of policies as follows:

- There are identifiable geographical areas that suffer disproportionately from deprivation.
- Problems overlap geographically and they may be made worse when they co-exist.
- There is increased polarisation between deprived and more affluent areas
- If problems are concentrated more deprived people are captured if resources are spatially targeted.
- Focusing activity on small areas within tight boundaries can have more impact
- Area-targeted programs can be more affective through a ‘bottom-up’ approach and partnership
- Successful area-based programs may act as pilots for mainstream policies.

Just an important, she also notes several important arguments against such policies:

- Most deprived people do not live in the most deprived areas and will be missed by most of the area-targeted programs.
- Area-targeted policies are unfair on those areas which are not covered.
- Area-based approaches may simply displace ‘the problem’.
- Small area data on deprivation is not good enough to back up targeting decisions.
- Area interventions interfere with the market, doing more harm than good.
- The problems are generated nationally – therefore action needs to be national.
- Area programs may detract from the need to do more at national level.

In reality, it can be argued that social exclusion which manifests itself in specific localities through the concentration of multiply disadvantaged households requires a full range of place targeted and mainstream policy interventions, as well as market led initiatives to generate inclusiveness. Indeed, one of the main conclusions from the recent national review of area regeneration policies by the UK Government has been the need to better equip mainstream social and economic policies to be effective in localities with high disadvantage, as well as ensuring locally based initiatives sustain themselves long enough to become mainstream activities. Coordination between place focused and mainstream policies also critical (Stewart, 2001). As Smith concludes, one of the main roles for area-based programs is to make mainstream policies work more effectively, especially by encouraging agencies to collaborate through partnerships (Smith, 1999).

4 Place focused initiatives

The above discussion provides a conceptual context for the following review of programs and initiatives that currently address aspects of social and physical disadvantage that are concentrated in certain locations in New South Wales, with a specific focus on Western Sydney. We have adopted the term *Place Focused Initiatives* (PFIs) to describe these initiatives. Very broadly, PFIs can be defined for the purposes of this paper as programs or policies that aim to improve either:

- the social or economic position of individuals located in identifiable places; or

- the social or economic infrastructure and opportunities available to individuals in identifiable places, or
- the physical environment (including housing, environmental amenity and commercial and retailing strips) in which individuals are located in identifiable places, or
- combinations of all of these.

An important distinction needs to be drawn between mainstream social welfare and economic policies on the one hand and PFIs on the other. Whereas the former affect life chances and social outcomes in areas of high disadvantage through the broader operation of redistributive assistance and other macro-policy activity, they are not seen to be specific to these areas. Nevertheless, they arguably play a crucial role in both creating disadvantaged areas and need to be thought of as part of the policy package that addresses the problems of such areas. Indeed, it has been argued that making universal policies more spatially aware is the long term answer to problems disadvantaged areas and their populations currently face (Fincher, 1999; UK Government, 2000a).

One of the key features of PFIs is that the locational impacts of these policies may be either intended or unintended. In fact, the locational impacts of many of the initiatives that we have identified as PFIs are secondary to their stated primary objectives, which are usually people orientated or programmatic in their implementation, despite being targeted loosely at disadvantaged “communities”. Moreover, despite the widespread use of the term, it is not always clear what “community” refers to in these policy interventions, whether it means a spatially defined community or a just target groups in the population who represent a community of interest.

As Stewart (2001) has highlighted, this reflects a tension in PFIs as to whether they are essentially *for places or areas* or just *in places for people*. This distinction is crucial, for despite the fact that some programs aimed at aspects of social disadvantage are targeted on specific areas, or have outcomes that tend to concentrate in specific areas, they are actually targeted at people rather than the places themselves. Mainstream social and welfare programs could also fall into this category. Clearly these may well have a major impact in disadvantaged areas where higher proportions of the population are in receipt of such payments. Indeed the area itself could be seen to benefit in terms of the additional income that flows to the area, or from the positive outcomes such programs generate, such as better educational or skills capacity of residents or access to jobs and paid employment. The latter category of program also includes many of the state-wide community grants programs that, while only generally spatially targeted, result in resources being directed into certain localities because that is where the demand for those programs is greatest. On the other hand, there are programs and initiatives that have a clear spatial or place focus with outcomes that are targeted on specific areas, or the population that live within them. In this paper, both are considered legitimate inclusions as PFIs.

In fact, as we shall see, most of the programs and initiatives that have place-based outcomes are aimed at communities of interest – basically people and target groups within the population. While there is often a clear spatial framework for the initiatives –

they are targeted at specific areas perceived to have high needs – the programs themselves are primarily aimed at the problems facing groups within these areas, rather than the problems associated with living in these areas.

The lack of specificity about the geography of community is, in our view, important. It leads to a confusion about the significance of space, as defined by region, locality, place or neighbourhood, in the processes that create and maintain social disadvantage and exclusion, principally in the interaction of housing and labour markets and the distribution of social investments, such as transport, education and health services. It also creates ambiguity in the way policies roll out within disadvantaged localities, where a range of initiatives and programs may be active, but with no real coherence or integration at the neighbourhood level. The result can be a confused policy response with some target groups or issues being addressed and others ignored. The added value or synergies of programs working together is therefore lost. Finally, there is a concern that equity is not best served in place-blind policy context. It is likely that without a clear understanding of what places are most in need of assistance, then under current program constraints and approaches, those who can bid strongly will win, rather than allocations be based on an identification of highest need.

Now these issues are not necessarily a problem in practice. Clearly, policy initiatives need to address specific components of social disadvantage, and often work better if they do focus on particular aspects rather than try to be all encompassing. And they don't necessarily need to work closely together. But we would argue it becomes a problem if social disadvantage is to be viewed holistically. Put simply, place needs to be put firmly into policy. And this is where housing, and with it, locality, becomes critically important.

5 Policy implications: the importance of housing

A social exclusion framework explicitly recognizes the holistic nature of disadvantage and the role that places and locality plays in its construction. It is in respect to the latter feature that housing plays such a key role in the structuring the experience of social exclusion. First it contributes directly to that experience through the location of many of the most disadvantaged in some for the worst housing stock – poor quality housing in poorly accessible locations and surrounded by poor quality local environments. But it also plays a more fundamental role as it is the housing market itself that acts to sift and sort households in to different localities broadly reflecting their differential market capacity. Housing also plays a critical role in determining access to assets and equity, especially in the later years of life. For most of us, owning a home is a way of accumulating future capital. For those excluded from home ownership and the potential for asset accumulation it offers, their housing market position contributes substantially to their long-term financial disadvantage. The role housing plays in this respect is well understood in the academic literature and is a clear feature of the policy context with regard to social exclusion overseas, particularly in respect to public housing (Maclennan, 1998; Housing Studies, 1998; Anderson and Sim, 2000; Burke, 2001).

It can therefore be argued that it is the housing market that gives social exclusion its spatial expression at the local scale. If this is the case, then it follows that policies aimed at addressing aspects of social disadvantage and exclusion must take into account the housing market context within which disadvantage is experienced. Housing has a substantial impact on social exclusion. Therefore policies that aim to tackle exclusion will need to include housing as key factor – housing needs to be put into the policy agenda for these areas. However, at present the only policy that explicitly recognizes the close links between housing and social disadvantage are those that have been implemented by various state housing authorities. In the NSW, the Department of Housing's Neighbourhood Renewal Strategy that ran from 1995 to 1999 and the current Community Renewal Strategy is an example of this integrated approach (Randolph, Judd and Carmichael, 2000). Some of the Premier's Departments newer place management initiatives have also attempted to link housing issues to wider social disadvantage, but again primarily in relation to public housing estates or in Aboriginal communities. Little has so far been done to address the complex needs of disadvantaged neighbourhoods that are in private sector housing areas.

However, as the next section will show, there are extensive areas of high social disadvantage in Sydney. The policy implications of this suggest strongly that programs to address aspects of social disadvantage need to also include action to address the housing market processes that compound these problems in local neighbourhoods in a similar manner to those being actioned across Australia on the larger public estates that show similarly high levels of disadvantage. The remainder of the paper then reviews the policies that are currently actively seeking to effect improvements at the local level in New South Wales. The question as to whether the policies and programs that are currently in place to address wider issues of social disadvantage and exclusion in specific places and who should take responsibility for this will be left to the end of the paper.

6 Social disadvantage and location in Australia

There is a longstanding literature in Australia that has explored the geography of disadvantage, from the level of regional disparities down to more local and neighbourhood expressions of social polarisation (for example: Stimpson, 2001; Fincher and Nieuwenhuysen, 1998; Fincher & Wulff, 1998; Badcock, 1998; Baum *et al*, 1999; Gregory and Hunter, 1995; Stilwell, 1989; Moriarty, 1998; Gibson, *et al*, 1996).

While there is nothing new in this – Sydney, for example, has long had its poor quarters and disadvantaged population (Kendig, 1979; Sperritt, 2000) – what is new is both a greater understanding of the complex interrelationships and process that generate concentrations of population characterized by persistent social disadvantage, as well as the emergence of new localities where disadvantage is concentrated. In Australia, these have emerged in suburban locations in recent years (Taylor and Jope, 2001; Fincher and Wolf, 1998; Gleeson and Randolph, 2001).

However, the development of a debate involving social exclusion has surfaced more recently in Australia (Jones and Smyth, 1999). The newness of the social exclusion

concept in Australia means that the policy literature in this area is relatively limited. There has been a growing debate within the social work literature on the relevance of social exclusion for policy and practice (for example Ife, 1999; George, 1999), and the term has also surfaced in educational policy (Newcastle University Faculty of Education, 2001; Gray, 2000), in connection with financial exclusion (Connolly and Hajaj, 2001) and in relation to the uses of leisure (Bittmen, 1998). A more general discussion of the economic foundations of the concept can be found in Zappalà, Green and Parker (2000). Seth-Purdie (2000) has used the term “accumulated adversity” to describe the processes that expose young children to high risk welfare dependency.

The spatial impact of social exclusion in Australia has been discussed to by Badcock (1998), who uses the term “forgotten places” and “excluded citizens” to describe both the places and the people that have been left behind in the passage of the economic reforms of the last twenty years. These suffer from growing isolation from the mainstream and exclusion from the political process. Importantly, Badcock makes the connection between social exclusion in places and the need for place-based policy to assist in reintegrating these places, with expressions of the place-based struggle in the political arena taking the form of the emergence of One Nation support.

Spatial manifestations of social disadvantage are a function, in broad terms, of the way the labour market differentially rewards people in the form of jobs, or lack of them, within regions, the relationship this has to government intervention in welfare and other redistributive policies, the emerging demographic profile of populations and households, and the way the housing market – both private and public – works to sift and sort households differentially over residential space as a consequence of their market capacity. Other factors are also important, including emerging transport infrastructures that affect the spatial distance between home, job, services and amenities that any one household can access with reasonable ease.

The existence of areas with high levels of social disadvantage and elements of social exclusion are a long standing feature of all Australian cities. Sydney is no exception. However, the changing nature and location of disadvantage has been a key feature of the way Sydney has developed in the past thirty years. The relative shift of the focus of disadvantage in to the middle and outer suburbs has been recognized for some years (Stimpson, 1982; 2001, Fincher and Wulff, 1998). The links between housing and disadvantage are also well established, especially in relation to the residualisation of public housing and segments of the private rental market (Flood and Yates, 1988; Burke, 1998; Winter and Stone, 1998).

7 A profile of social disadvantage in Western Sydney

So where is social disadvantage concentrated in Sydney and what are the key characteristics of these areas? In this section, to set the context for the rest of the paper, we briefly present an analysis of the locational distribution of disadvantage in Sydney and its relation to basic housing market structure. The analysis presented here has informed the subsequent choice of case study areas for the remainder of the research study this paper reports on.

The method adopted for this was straightforward. The ABS Index of Social Disadvantage from the 1996 Census was mapped at the Collector District level to initially define the significant areas of disadvantage. This was achieved by selecting only those CDs that fall beyond one standard deviation from the mean with the lowest scores on the Index (i.e. with the highest levels of assessed disadvantage). This accounts for 13% of the total CDs in Sydney (Holloway and Randolph, 2000).

The next stage was to un-pack these areas to explore the tenure characteristics of these disadvantaged localities in more detail. The CDs were classified into three groups, those with high proportions of public housing (over 20%), those with medium proportions of public housing (6% to 20%), and those with below average proportions of public housing (below 6%). The resulting map is shown in Figure 1.

Figure 1 shows a high concentration of high disadvantage in the Western Sydney local government areas (LGAs) of Fairfield, Liverpool, Auburn, Blacktown and Campbelltown. Other concentrations can be seen in Canterbury and then in the inner LGAs of Marrickville and South Sydney.

The well known pattern of disadvantage associated with public housing estates is clearly evident. But what is just as apparent is the extensive distribution of disadvantaged CDs in areas where there is little public housing. To explore the characteristics of these areas in more detail, a social profile analysis was conducted to establish the broad social characteristics of the three sub-groups of CDs, again using 1996 census data. A summary of key indicators is shown in Table 1.

The principle findings are:

Areas of high public housing (> 20%):

- Only half of all households in these CDs – those with the highest proportions of public renters - were renting from a public landlord.
- Third were home owners or buyers.
- Single parent families were twice the Sydney average.
- Almost a third had no car – reflecting problems of isolation and lack of access.
- Poverty was twice the Sydney average.
- Unemployment almost three times the Sydney average.
- They were relatively stable – in line with Sydney averages.

Areas of low public housing (< 6%):

- Two parent families were around the Sydney average and higher than for high public housing areas.
- A third were home owners (possibly reflecting a high proportion of older households and retired people?).
- 43% were private renting (twice the Sydney average).
- 40% were living in flats or units (twice the Sydney average).
- Over half were born overseas.
- Almost a fifth were not fluent in English.
- 60% had moved in the five years preceding the census.

This analysis illustrates clearly that the characteristics of neighbourhoods with high disadvantaged scores in Sydney are highly variable in nature. Some areas are closely associated with public housing. But many are not. In fact, of the 778 CDs in 1996 with the most severe levels of disadvantage as we have defined it, half have less than 20% of households renting from a public landlord and a third have less than 6% public renting. There is no doubt that disadvantage is not the sole preserve of public housing estates.

This finding alone raises the crucial issue as to who might be seen that if public housing estates, if nothing else, at least have one government agency focused on them (the Department of Housing), then who has responsibility for focusing on those areas that are highly disadvantaged but lie essentially in the private housing market? Furthermore, what policies and programs are there that are addressing social disadvantage in these areas? And are they likely to be effective, given the complex courses of social disadvantage, including those relating to location and housing?

The next section presents a review of the full range of policies and programs that have been introduced in recent years that have some form of place focus in the way they are implemented. This leads on to a consideration of some of the initial policy implications we have drawn from the study to date.

8 The policy response

8.1 Key concepts

Given the multi-dimensional and often place-based nature of social exclusion, then the policy responses will need to be equally multi-dimensional and, by definition, place focused. In many ways, this explains why traditional universal welfare approaches have failed to cope with the underlying exclusionary processes. As Fincher has argued “Spatially conscious public policy about the provision of services is needed to acknowledge and respond to the spatial distribution of disadvantage emerging in contemporary Australia.” (Fincher 1998, p3). She goes on to define spatially conscious public policy as “...policy made with an eye to its local and regional impacts. I consider services to be those items of social and physical infrastructure provided to create communities and ensure a basic standard of living to individuals in places. They include social and community services (schools, hospitals, child care, aged care, etc.) and physical infrastructure (water, sewerage, electricity, etc.). They are fixed in place, or delivered in places - and so exclude pensions, those monetary benefits that are placeless in their allocation.” (1998, 3).

It is, however, possible to go further. All redistributive welfare policies have spatial impacts, intentionally or not. Benefits and pensions are one of the main ways government policy effectively redistributes resources, however targeted and minimal, to disadvantaged households. If households in receipt of such benefits are concentrated in certain areas, then these payments may well represent a major source of income flowing into an area. Clearly welfare payments of this kind must form a major component of the way government intervention impacts spatially in disadvantaged areas. Other mainstream government services – education, health, and so on – also have critical redistributive impacts on such areas. Indeed, one of the arguments as to why such areas have emerged during the last twenty years is that such payments have been increasingly minimized and targeted, effectively withdrawing income and resources from households living in already disadvantaged localities.

The importance of mainstream social welfare policies as critical to tackling place-based disadvantage has been recognized elsewhere. For example, in the UK, the recent major review of neighbourhood renewal and the development of the new National Neighbourhood Renewal Strategy has led to the conclusion that rather than rely on place-based policy, in the future core public services such as police, schools, and health should be better equipped to become the main weapons against social exclusion. The emphasis has therefore shifted to explore ways in which mainstream public services and programs can be refocused – or “bent” in the jargon – to ensure aspects of social exclusion are better addressed in disadvantaged areas. The result has been greater effort to coordinate mainstream policy interventions at local level through local partnership arrangements, as well as ensuring that place-targeted programs actually do add value to mainstream programs rather than attempting to simply compensate their failings (UK Government, 2000).

In Australia we have seen a range of policy responses develop over the last several years that increasingly have been framed in response to the place-focused and multi-dimensional nature of social exclusion. In New South Wales there have been a number of key policy developments that have attempted to incorporate these two features, as well as a more general recasting of the way government is organized and coordinated to achieve a better fix on the complexity of place-based disadvantage. These policy responses have been centred around a number of key organizational concepts, notably *Whole of Government/Community* approaches, *Place Management*, *partnership working* and greater *spatial targeting*. Given their importance in providing a framework for many of the policy initiatives that have been implemented, it is worth briefly reviewing each of these in turn.

8.2 Whole of government approaches

There has been a notable push within state and local government within NSW in recent years towards what are now widely known as “Whole of Government” approaches. These have three broad aims: to focus on the needs of the individual as a whole, to better coordinate service delivery on the ground and to work more strategically together through higher level planning and strategy development. This approach has become a main policy focus at State level, but it has also influenced organizational reforms in local government. In simple terms, whole of government approaches stem from a recognition that government service delivery was failing the tests of effectiveness and efficiency on the ground. It has also become increasingly clear the complex nature of the problems being tackled would be greatly assisted if government policy and service delivery were better coordinated and linked. Individuals were found to be recipients of multiple services with no inter agency coordination. It was realized that it would be much better for all concerned if agencies supporting individual clients provided their services in a coordinated and “seamless” manner. Hence the development of one-stop shops where clients can contact a range of service providers in one place rather than visit each separately. Moreover, with the greater number of funding programs and a convergence of the policy focus among a range of State government agencies on issue to do with place-based disadvantage and service delivery, greater strategic coordination has become a necessity. At the local level this approach leads to the establishment of co-located service centres such as one-stop-shops.

8.3 Place management

The emergence of place management as a organisational tool for place-focused interventions in New South Wales has been a significant development in the last five years. Promoted by Latham (1998) and operationalised by Mant (1998) in several local government areas, the concept has gained ground as an increasingly widespread approach. Stewart-Weekes (1998) defines *place management* as ‘being about a much more ambitious attempt to change the underlying systems and rules about the way decisions are taken, money spent and people held accountable’. It has been closely linked to whole of government approaches in some examples of the model, especially among State government agencies. The basic model places the focus of intervention on

outcomes – the ends – rather than the inputs of process – the means. Very often, this takes the format of the appointment of a “place manager” who acts to facilitate and coordinate activities and projects across a given area, often, although not exclusively, at a suburb or sub-LGA level. However, there are a variety of approaches and models that have been adopted in practice (see below).

In the absence of any formal “spatially conscious public policy” of the kind that have been prominent at times in the European and some North American policy environments, it can be argued that place management is about as close as we get in Australia to an explicit policy response to the fact that locality and geography matter in issues concerning social disadvantage.

8.4 Partnerships

One of the emerging approaches to the implementation of place-focused initiatives, both here and abroad, is the involvement of partnership approaches to delivering or coordinating initiatives on the ground. Partnership approaches lie at the centre of the new UK neighbourhood renewal policies, including Local Strategic Partnerships, Single Regeneration Budget initiatives, and the other multitude of place based programs. These involve stakeholders from central, regional and local government and statutory agencies, local non-profit agencies and non-government organizations, the business community, local renewal agencies and the community in various mixes. Funding comes from an equally diverse sources, including central government regeneration programs and the European Commission. In the USA Empowerment Zones operate as locally constituted partnerships involving a similar range of agencies and stakeholders with access to Federal, State and more local funds.

It is clear that partnerships are essential in dealing with the complex and multifaceted nature of social disadvantage and its local manifestations. In the New South Wales context, there has been an increasing emphasis on developing partnerships in programs dealing with aspects of social disadvantage. This has progressed from what were essentially partnership of government agencies in whole of government approaches to tackling problems to more sophisticated partnerships, often constituted locally and including non-government stakeholders. The use of partnerships to overcome the problems caused by service delivery fragmentation and the lack of local representation of State agencies, together with a need to impose a more strategic framework in which programs and initiatives are delivered is now increasingly the preferred approach. However, the extent to which these work effectively is unclear at this stage.

8.5 Spatial targeting

The role of spatial targeting in the implementation of policies and programs to address aspects of social disadvantage and exclusion is also an emerging trend. There has been along recognition in Australia that there are specific regions that may require additional assistance. However, particularly in recent years this been largely confined to the association of the term “region” with the issues faced by rural and remote areas,

More recently, there is a growing use of spatial targeting in the implementation of some of the programs that seek to address disadvantage. The emergence of a literature on social indicators and mapping the geography of disadvantage has been noticeable (Vinson, 1998; Refs). Several of the major programs reviewed below that distribute resources for community building and development, for example, operate within a more or less explicit spatial targeting framework. Considerable work is being conducted in a variety of government levels in developing indicator and mapping methodologies for better targeting of interventions. However, there is still a long way to go before an objective needs based approach to distributing resources or targeting programs at either State or Federal government levels on the basis of agreed and widely understood indicators (such as the UK Government's Index of Local Disadvantage) becomes mainstream policy in Australia.

9 A review of place focused initiatives in NSW

So what programs and initiatives have been implemented in NSW in recent years to address aspects of place-based disadvantage and exclusion? The review of policy interventions in NSW identified no less than 36 programs, initiatives or projects that can be considered as being examples of PFIs, i.e. have intentional or unintentional place outcomes of some kind. It is estimated that these programs account for in excess of \$163m in government investment in 2000/2001 alone, although this must be considered a minimum figure as the funding for several of the programs were unavailable at the time of writing (Table 2).

The programs show considerable variety. Some of these are state-wide programs which fund specific local initiatives or projects, or operate at the regional or sub-regional level. Local government provides the geographical focus for others. Others still are essentially suburb or neighbourhood focused. Some serve as major funding programs which support local projects on the ground while others are themselves local projects receiving funds from such programs or from other sponsoring agencies (often one or other of the main state service providers). The initiatives also cover a range of target groups or issues. Some are community development related, some target specific disadvantaged groups, some are targeted at physical renewal.

We have attempted to classify these in terms of their broad focus and implementation model. Four basic models have been identified, extending the approaches developed by Stewart-Weeks (1998) and Zappalà and Green (2001). Our four-way typology of initiatives includes:

- *Targeted Programs*
- *Place Integration or Coordination Programs*
- *Place Management* and
- *Place Entrepreneurship*

Classifying the variety of approaches, initiatives, projects and programs in this way is necessarily arbitrary in some respect, and the classifications are not meant to be rigid. Clearly, there is overlap and the distinctions in some cases pragmatic. Nevertheless, the four-way grouping allows some of the key features of the various initiatives to be summarized (See Appendix 1 for a summary of each of these initiatives in more detail).

We should also stress that the review presented here is likely to a partial one only, especially in relation to local level initiatives, which are many and diverse across NSW and in a dynamic state of development. However, the main government programs have been included, together with examples of others that exemplify the typology adopted to assist in describing them.

9.1 Targeted Funding Programs

The first category on the continuum reviews programs, strategies and projects in NSW that target communities. There are a number of common characteristics for this group.

The programs generally provide grant-based funding to targeted community groups, within defined parameters. The projects may contain elements of community development, physical renewal or investment, or economic development. However, the funding is usually for project based initiatives, amounts awarded are very various, generally time limited (usually up to 4 years at most) and their impacts often not evaluated at the project level. Most, however, have to demonstrate performance against indicators.

Allocation and administrative processes are highly variable. Some involve locally constituted committees or advisory group, while others have their agendas and programs set at firmly the government agencies responsible for their implementation with little local consultation. Most of the grants programs in this group are “demand led” in that they respond to approaches for funding from groups seeking assistance. However, some of the newer approaches are more pro-active in working up projects with local groups to ensure greater compliance. Nevertheless, the method of prioritizing applications varies considerably. Many have a place focus *of some kind*, although this is often only loosely at the level of broad region or sub-region rather than being place specific. The examples demonstrate acknowledgement of ‘communities of disadvantage’, rather than localities or neighbourhoods. However, the more recent programs have become more aware of location and include spatial targeting in their allocation methods. Finally, most of the grant funding programs leave service outcome and delivery to local non-profit agencies, although some engage through local Councils.

Federal Government

- Strengthening Families and Communities Strategy (DFaCS)
- Regional Assistance Program (DTRS)
- The Stronger Regions Program (DTRS)
- Regional Assistance Program (DEWRSB)

State Government

- Area Assistance Scheme (DUAP)
- Urban Improvement Program (DUAP)
- Living Centres Program/Community Partnership Grants (DUAP)
- Community Services Grants Program (DOCS)
- Community Renewal Strategy (DOH)
- Women Grants Program (DoW)
- Community Development and Support Expenditure Scheme (DGR)
- Safer Communities Development Fund Grants (AGD)
- Regional Assistance (DSRD)

- Aboriginal Communities Development Program (DAA)

9.2 Place Integration/Coordination

The second category on the continuum is ‘place integration/coordination’. Stewart-Weekes (1998) describes *place coordination* as ‘essentially about new and better ways to design and deliver services so they make more sense to the people and places at the receiving end’. It also includes initiatives aimed at better Whole of Government approaches to “joined-up” service delivery and implementation of programs aimed at disadvantaged areas of various kinds so that the end user receives a more streamlined product. In general, these approaches involve multi-agency partnerships often with senior government officer involvement.

Four initiatives fall into this group, all managed at the State government level.

- Families First (Cabinet Office)
- Regional Coordination Program (Premier’s Department)
- Sustainable Rural Communities Project (Premier’s Department) - an action research project in six small rural communities
- Strengthening Local Communities Strategy (Premier’s Department) which works more generally with disadvantaged communities.

Families First is primarily a program aimed at early intervention for families in disadvantage situations. It is not, therefore, primarily place focused, but its roll out and outcomes are likely to be felt within specific highly disadvantage areas. This program is still under development and is intended to have State-wide coverage, although its currently being implemented in several regions, including South West Sydney

The various Premier’s Department initiatives are essentially coordination programs, aimed to lead and facilitate local interventions. There is limited funding, and this is largely for employing regional coordinators (in 11 regions), local place managers and implementing other elements of the strategy. Partnerships with other government agency and others are the preferred approach.

9.3 Place management

The third category along the continuum is place management (see 8.4 for a full discussion of place management). A significant number of place management initiatives have now been implemented in Sydney and beyond. Both State and local governments have used a variety of place management approaches as a tool for delivering targeted interventions on the ground.

Place management initiatives have been identified in several councils in Western Sydney alone, some associated with wholesale reorganisation of the council, others just adding to the existing council’s structure. At present, place management approaches can be found in Camden, Fairfield, Parramatta and Blacktown, for example, as well a several outside

the region (e.g. Newcastle). The NSW Premier's Department currently has a number of place management initiatives coordinated managed through its Strengthening Communities Unit, including Kings Cross-Woolloomooloo, Cabramatta, Redfern-Waterloo, Canterbury-Bankstown and the Hunter/Lake Macquarie area. These are often targeted at specific issues or one-off time-limited programs, with a emphasis on crime prevention and drugs in some cases, although longer term and more holistic interventions now appear to be being developed in several highly marginalised communities.

9.4 Place Entrepreneurship

The final category along the 'place' continuum, has been labeled 'place entrepreneurship'. This category highlights programs or projects that show characteristics of both 'place leadership' and 'place entrepreneurship' (Stewart-Weekes 1998; Zappalà and Green, 2001). That is, these projects have some or all of the following:

- a locus of authority to make decisions and set the policy or outcome framework;
- a variable discretion to make decentralized decisions about resource expenditures;
- a framework within which accountability for results is applied.
- a vision for the project is a long term vision for place;
- a selection of place based on the needs of the community;
- a long lead in time which enables assessment of the community needs;
- organisational change involving restructuring along place management principles;
- a place manager with locally based knowledge who may come from a different sector to the funding agency;
- extensive consultation;
- collaboration based on partnerships;
- may have multiple funders;
- the authority, accountability and decisions about the distribution of money and resources is often decentralised.

Examples of this kind of approach can be seen in the following initiatives:

- Community 2168 (City of Liverpool, DOH, SWSAHA)
- Kempsey Community Economic Renewal Project
- Hunter Community Renewal Scheme
- Moree Place Management

Other local partnership initiatives identified in the study include:

- Claymore Integration Project (State and Local government and NGOs)
- Kalon House of Welcome Animation Project, Claymore (St Vincent Paul, Sisters of the Good Samaritan, DoH)

These initiatives are generally focused on specific localities – often at a suburb or neighbourhood level. As such, they are among the few really place focused PFIs in the

study. Nevertheless, the geographical definition of these projects is often undefined in practice. Operation 2168 in the Miller area of Liverpool is the most clearly spatially defined project, being based within the 2168 postcode.

These initiatives are characterised by an integrated and multi-agency approach in most cases, often with locally constituted boards or committees. They also often involve partnerships between state and local government, NGOs and other bodies. In some cases place entrepreneur initiatives have been initiated by local government. Community participation is stressed as a key ingredient in most of them, even if it is limited largely to consultation exercises, rather than more inclusionary participation in decision making. Some of these initiatives involve funding local groups to provide direct services

10 The local impact of place focused initiatives

Despite the variety in organizational structures and imperatives and geographical focus, all these programs and initiatives have an impact in local areas. But what are these local impacts and how do these programs play out within local communities? This section reviews the mix of local PFIs at the LGA level in the middle suburban area of Western Sydney. The aim is to make an initial assessment of the local impacts of place focused initiatives in areas of high disadvantage. This review will be coupled with the findings from local interviews with local stakeholders to provide an initial assessment of their local impacts. The study area has been selected following the mapping analysis presented earlier. The LGAs selected for in-depth study are: Auburn, Bankstown, Blacktown, Canterbury, Fairfield, Holroyd, Liverpool and Parramatta. These are indicated in Figure 2. We explicitly excluded Campbelltown from the review process due to the fact that this area has been subject to considerable study in the past. In part, therefore, this study aims to shed light on areas that have not received as much research attention.

The section also presents the initial findings from qualitative fieldwork involving interviews with local government and state government stakeholders. In particular, interviews were held with social and environmental planning officers in eight LGAs in the middle and outer western suburbs of Sydney and with a range of State government agencies involved in PFIs in the region. In all, a series of interviews were conducted during September and October 2001 with social and environmental planners in the eight case study LGAs and State agency staff to explore a range of questions about the main programs are operating and the issues stemming from how the various stakeholders and programs interrelate. These interviews are continuing.

The aim of this exercise was twofold. The first was to attempt to quantify where and how the PFIs identified in the previous section had been implemented and delivered on the ground in Western Sydney and the roles of the various government agencies involved. This research is still ongoing at the present time with a further round of interviews and data gathering to be completed. A secondary aim is to plot the geographical coverage of these initiatives in the middle suburban area of Western Sydney and to quantify the amounts being committed in these areas on PFIs. This work in turn will set the context of local scale survey work that forms the final stage of the research to be completed over the next four months.

It should be stressed that it is not the intention of the research to evaluate in detail the outcomes and impacts of specific PFIs within the study area. This is well beyond the scope of the present study. Rather the aim is to assess the extent to which the implementation of these PFIs works at the local level to address aspects of social disadvantage and exclusion through both qualitative research with key stakeholders and quantitative research with households in a sample of locally highly disadvantaged study areas. The results from the local and state government stakeholder interviews provides the data for this analysis below.

10.1 The geography of PFIs in Western Sydney

The research has so far made a preliminary documentation of local roll-out of PFIs across the eight LGAs. There is not room here to report on all these. As an illustrative example, Figure 3 presents an organizational summary of the local impacts of the main PFIs currently being implemented in the Fairfield and Liverpool LGAs. (LGAs in the study area have been grouped into their Standard Statistical Districts for ease of analysis.) Given the concentration of Census CDs with high disadvantage scores in these two LGAs (see Figure 1), it is not surprising that the majority of main PFIs identified in the review above are being implemented in the area.

The bottom two lines of the chart attempt to show the specific local projects that are being supported by each PFI. There are several programs that have a broad focus across the LGAs (Area Assistance Scheme, Community Services Grants Program, Families First and Fairfield Place Management programs), but have specific local impacts through individually support projects or strategies. Others are more locationally specific and focus on a suburb or areas (Living Centres Program, Area Assistance Scheme, Urban Improvement Program, Safer Communities Development Fund, Premier's Cabramatta Place Management, DoH Intensive Management Scheme and Community 2168). Some PFIs have both regional and local roll-out. Note that of the two Federal programs, DFACS Stronger Families and Communities Strategy has not funded projects in the LGA as yet, and the DEWRSB Regional Assistance Scheme is also active, but at a regional level. Work to quantify these programs is continuing.

10.1 The outcomes of stakeholder consultations

Interviews are being undertaken with social and environmental planners in the study area, together with State government agencies active in the area in delivering PFIs. It should be stressed, therefore, that the research is still in progress and therefore any comments made at this stage are indicative only. Nevertheless, the stakeholder interviews that have been completed have resulted in a considerable range of issues and suggestions as to how wider problems of place based social disadvantage and exclusion could be addressed. These are summarized below:

General issues

- One of the most obvious features of the current framework of PFIs operating in NSW is the complex and fragmented range of initiatives that do not seem to interact or relate on the ground. Within each LGA it is not clear how program priorities for intervention are established or which stakeholders get to be involved in this process. This is particularly the case with the way funding programs play out on the ground.
- One of the positive features of the system is the presence of the Premier's Regional Coordinator framework which attempts to impose a degree of interagency coherence across the range of initiatives active in the area. However, the range of PFIs managed by a substantial number of different agencies means that there are competing and

unrelated agenda and priorities that may or may not reflect actual needs on the ground. As with any funding driven process, only those needs that are coincident with funding priorities will be considered. However, the range of different programs means that there is a good chance groups or agencies with locally identified needs might find funding from one of them.

- Outside of the public housing estates, there are no mechanism that can be used to pro-actively address renewal issues in the private housing market. In all LGAs, this is primarily a market-led process. Given the nature of the market in highly disadvantaged areas, there are also problems associated with the private rental market and the difficulty in encouraging investors to act collectively to address physical problems with the stock. There is simply no encouragement to act.

Local – State relationships

- The funds provided do not link up well on the ground. Funds flow into disparate projects with no necessary synergies or coordination between them to add value to each intervention. Although some of the Premier's place management and coordination initiatives seem to be achieving synergies, these remain the exception rather than the rule across the PFI framework.
- The level of interaction between local and State agencies does not appear to be consistent or, in some cases, mutually reinforcing. In some cases, local councils have not been involved in the planning of projects in their area and this is a cause of some resentment, especially when councils are working on implementing aspects of their social plans.
- There are no formal mechanisms to link the priorities that are generated through the local social planning process to the priorities of many PFIs that operate in each council area. This means the social planning process is not integrated into the allocation criteria of many PFIs. However, several programs do have explicit local input. The Area Assistance Scheme is able to do this through the local project worker funded in each LGA to coordinate activity. The Attorney General's Department also funds part-posts for crime prevention officers who have a similar role coordinating safety and crime prevention projects at the local level. The new Community Development and Support Expenditure scheme operated by the Department of Gaming and Racing to spend club community funds also involved a Local Committee in each qualifying LGA and may well operate in such a way to reflect local social planning priorities. And several of the Premier's Departments place management initiatives are auspiced through local councils.
- There is a view in some councils that State agencies need to understand the local context in which their programs work much better than they do. State Government needs to improve their understanding of local physical and social infrastructure so they can understand the implications of how their policies will roll-out on the ground. Some are simply too far removed form the local level to fully grasp the local impacts

of their programs.

- State agencies express a strong desire to work more closely with local government. This is a very positive sign that greater cooperation between government levels will develop. However, councils are more wary. They complain that there are few long term strategies being developed to assist in the sustainable outcomes in disadvantaged areas. This is linked to the resourcing problem as projects are nearly all short term and there are no obvious commitments to longer term State agency involvement. Councils are concerned that when State funding end on a project, they will be expected to pick up the costs of running the scheme, or seeing it fail.
- That said, there is general a feeling at council level that relationships with state agencies are good on specific projects. But much depends on the staff involved and their interrelationships. Problems arise where the agencies are preoccupied with their own priorities, rather than working openly with council to address issues as true partners.
- The various administrative boundaries that different state and other agencies operate within militates against cooperative working. Boundary issues were mentioned by several stakeholders as a problem in getting coordinated activity and also causes duplication of effort for some, especially in terms of meeting attendance.

Issues at the local level

- There is strong feeling among local government stakeholders that councils have a potentially important role to play in addressing issues of disadvantage in their area. They know the places and the problems, and they are in close touch with other local stakeholders. They could play an important coordinating role at the local level. To an extent they already do this through the local social services planning working with local NGOs and social welfare agencies. However, they are concerned about having the resources to act effectively. Also they recognize a need for local actions to be tied into regional strategies that link across initiatives. The potential for the proposed Planfirst Regional Forums to fulfill this latter role was mentioned (DUAP, 2001).
- At the local council level, the links between the environmental land use planning and social planning processes is not explicit or formally integrated in most cases, and was certainly lacking in the past. Therefore there is no opportunity other than at an informal level for one to influence the other. However, this is changing. At least one council operates a process whereby development approvals are circulated to other relevant departments with council for comment and review, although this does not mean there is a strategic interrelationship between the two planning processes. In one council, the functional integration of land use and social planning under one Department meant that senior planning staff were aware issues arising from social plans. In another council social and land use planning issues are discussed through internal advisory committee of council staff. And where the adoption of place management principals have led to the reorganization of council business, there are

indications that this assists in bring the two planning processes closer together.

- Council annual Management Plans offer an opportunity for social planning issues to be brought onto council mainstream agendas to affect strategic priorities. However, even where this appears to be the case, it is not clear if this affects land use planning priorities.
- Nevertheless, local environmental plans remain overwhelmingly development control focused. Strategic forward looking environmental planning is not well advanced in most councils, although it is in others and here the links between planning and social and economic issues can be well advanced.
- On the other hand, local social plans are overwhelmingly target group focused (older people, people with disabilities, youth, ethnic groups, etc) and aspatial in character. While most councils seem to have statistical profiles of sub-areas using recent Census data, there does not seem to be general interest in defining issues on a locality basis. The social planning guidelines do not support such an approach and it is difficult to translate these into place based issues.
- However, there are indications that some councils are taking Place Planning seriously, especially where this is linked to place management initiatives. The more dynamic councils are making links between the social aspects of place plans and the need for physical renewal outcomes in neighbourhood centers and other local areas. This type of initiative was evident in Auburn, Parramatta, Fairfield, Liverpool and Blacktown. Whether this type of approach will gain impetus under the new PlanFirst proposals to restructure local land use planning in NSW which envisaged “Place-Based Planning” approach remains to be seen. This is certainly the logic of such a proposal.
- Funding projects to improve local amenity in disadvantaged areas by councils is severely constrained by lack of resources. Section 94 contributions from new development is only effective in the areas in which it is generated and cannot be used to assist in already developed areas in need of upgrading or renewal. Resources to address these areas comprehensively do not exist within councils.
- There is a problem of losing affordable housing if renewal is left to the market alone. Effectively gentrification drives out the affordable housing. So some ambivalence towards positive renewal activity if it means affordable housings lost and existing disadvantaged communities are broken up and move on.

Other issues

- There is a widespread appreciation that different types of problems require separate programs that operate at a range of geographic scales, from the neighbourhood to the regional. This supports the notion that policies to address neighbourhood disadvantage will need to be integrated and coordinated at a variety of scales. To an

extent this is what currently exists. However, it is clear that there little clear integration or overarching strategy behind the various programs that have been directed to assist.

- Targeting can be exclusionary. There are groups in need who are left out. This is apparent in the social planning process. It is possible that targeting on disadvantaged places will also leave out many who are disadvantaged, but just happen not be so concentrated.
- Coordination of programs is an evolving issue. At the regional level a range of coordinating mechanisms are emerging. The Premier's Regional Coordinator plays a key role here. But the emphasis is coordinating activities of regional State agencies. Other regional level coordinating mechanism include the South West Sydney Regional Directors Group (chaired by DoCS), and the Regional Coordination Management Group run by Premier's. This Group is writing a strategic plan and DoH is chairing the planning group (this will be called the SWS Human Services Strategic Plan). The aim is to agree on locations that need targeting (from data analysis) and "joined-up" approaches. The aim is to move away from a crisis management model. Premiers has also instigated a place managers network to better link place managers, and runs the Community Builder website. However, the extent to which these coordinating initiatives tie into local government and other NGO agencies remains an area of concern for those at local level.
- At both the local and regional level, NGOs are seen as important partners in delivering services and initiatives in disadvantaged areas. Neither state or local government can do this effectively in many cases. At present these are predominately involved in social services activity, but there might be scope for broader involvement.

10.2 Who should deliver programs locally?

Stakeholders were also asked what the most appropriate vehicle for delivering renewal activity in highly disadvantaged areas should be. The aim here was to explore alternatives to current options, such as place managers or local government involvement. Several respondents noted that there was a need for a strong agency to take the lead in these areas. Several council stakeholders mentioned the potential for using a Development Corporation model. A number of issues were discussed around this concept. For example, there would be a need to identify quality local involvement for the Boards of such Corporation, and this would be a major challenge – it would fail if these were the usual community development and State government suspects. A key issue would also surround the need for high caliber staff and management as well as proper accountability and transparency of actions. Such Corporations would need special devolved powers to draw down funding and intervene in a decisive manner.

A "whole of community" approach would be required, including local business, local council and community representation. The process could be started with a search conference or similar exercise to set local priorities. Appropriate protocols would be

needed with service providers who would form part of the overall delivery partnership to ensure agreed outcomes were achieved. It was also recognized that while social and economic issues could be coordinated at the regional or sub-regional level, physical renewal and improvement would need local oversight. However, some stakeholders felt that long term sustainable action would need to eventually lie with the local council, especially if the Development Corporations were time limited, and that long term provision for resourcing councils would be needed.

10.3 What funding model is required?

Stakeholders were also asked to say how they felt PFIs would be best funded. It was noted that within the current funding framework grants were getting very specialised. Criticisms of the current grant programs were voiced by local stakeholders. Their objectives and priorities were often seen to be unclear. There was a need to restructure current grants so they feed into priority areas for each LGA. At present there was no clear overall outcomes or strategies. Funds simply followed demand from those groups able to best navigate the system. There was a lack of clear strategic vision among funders at how these funds should effect change on the ground. The goal was to fit the funding to the vision. There were also clear limitations as to the possibilities for local renewal activity as physical aspects and housing related issues were seen as separate issues to the mainstream social and community development initiatives.

Funding could be through a mix of existing funding sources, or through a consolidated fund in which other disparate programs were pulled into one rolling program. However, caution was expressed about the need to avoid excessive competitive bidding. Several stakeholder suggested that funds should be pooled instead of being one-off allocations, and should be much more related to local issues and areas. Funding packages were needed, not small one-off grants. It was felt there was little strategic thinking behind most grant applications. There was a need to ensure funds were sought for the most pressing issues, not those that stood the best chance of attracting funds. In short, the “chasing buckets of money” approach to funding local neighborhood renewal was unsustainable as it offered little real hope of longer term change. One stakeholder suggested the return of a Federally funded program like the Better Cities Program that would provide substantial funds outside current state administered grants programs, but with a sufficiently long enough time scale to make a real difference.

11 Conclusion and policy implications

The following are offered by way of some preliminary conclusion from the research conducted to date. They are unlikely to be the last word on the matter or exhaustive. However, they raise some of what we believe to be the major questions that will face the development of PFIs in NSW over the next five years.

- **Greater coordination and integration**

PFIs operate at a range of scales and across a range of groups and with a range of objectives and outcomes. This variety is in some ways a strength of the system. But it is also clear that there is a lack of strategic coordination in the way they are allocated and implemented as well as a lack of program integration in many areas. This is particularly evident within LGAs. The outcomes of this interventions is largely “hit and miss” with a patchwork of projects and programs scattered across the area with no clear focus or attempt to build synergies (the Premier’s Department’s place management schemes are somewhat of an exception to this). It is difficult to build strong and coherent local programs to address neighbourhood disadvantage within this kind of framework. Coordination needs to be conducted both the regional and local levels, and integration of program delivery should be pursued at the local level.

- **Spatial Targeting**

It is apparent that the range of programs and funding arrangements available across the region do not share any common or strategically based spatial targeting or prioritizing framework. There are no commonly used and accepted targeting indicators to identify which areas might be best addressed through the expenditures. In practice, grant expenditures tend to be largely demand driven and while allocations are clearly consistent with individual program objectives, there is no overall strategic framework to ensure the complex nature of disadvantage is covered. Gaps in provision, both spatially and socially, can therefore easily occur. For example, the five more closely related programs in terms of target objectives – SFCS, AAS, CSGP, FF and CDSE Scheme – have, as far as we can tell, completely differing objective criteria for prioritising and allocating funds. While this may provide flexibility into the system and allows for local priorities to be met from a range of sources, it makes for a complex and partial response to complex integrated needs at the local level.

While it will be argued that the differing programs address differing target groups which may or may not coincide spatially, at the very least, it can also be argued there is an urgent need for State government to develop a commonly agreed strategic spatial targeting framework for such expenditures that will assist in guiding allocation processes. In effect, “place” needs to be firmly recognized in the delivery of PFIs.

- **A holistic approach which includes housing and physical renewal**

A fully holistic model for renewing severely disadvantaged neighbourhoods beyond the remit of public housing estates needs to be urgently developed. This will address both the “traditional” community development and social welfare concerns of most of the current PFIs, but linked through to labour market focuses programs and also to initiatives to improve the aspects of the housing stock and local amenity. Most importantly, they will need to involve cross tenure strategies in their focus and impact.

There are PFIs that either already address these issues, or could be expanded to do so. It would not necessarily take a whole new set of programs. But crucially, the persistence of “housing blind” PFIs must be challenged. Housing needs to be put firmly into the “place” agenda. PFIs that actively engage with physical renewal and housing related issues must be developed to address the context within which disadvantage persists in neighborhoods. It can’t be left to the market. And action would also require Federal review of policy and subsidy arrangements for the private rental market.

- **Need for local champions to deliver neighbourhood renewal: *Local Renewal Corporations***

Local renewal programs need a strong and committed agency or focus to drive them through. The public housing estates have a champion in the form of the Department of Housing. But beyond these estates, no single authority or agency has a similar responsibility. In fact, the NSW Department of Housing might be an option for the basis of a renewal agency implemented through a revitalised housing investment program targeted at highly disadvantaged areas, possibly delivered in combination through local authorities and local community based housing providers and including packages to buy in run down privately owned property in the area and rehouse the occupants (often elderly owners) in new property developed as part of the renewal program elsewhere in the neighbourhood. In this way, local communities could be kept together. Importantly, the skills of the Department could be brought to bear on the housing related problems that are integral to the experience of disadvantage and exclusion. The Premier’s Place Management initiatives again have the potential to act in this way, with the political clout of the Premier’s department able to bring things together on the ground. However, this option may not be suitable for longer term programs as it will always be overdetermined by the short term requirements of the political cycle and they are driven primarily by place management concepts. Moreover, champions need to be essentially non-partisan and locally based to ensure sustainability.

What other options are there? Local Councils are an obvious option. They have a long term stake in the areas concerned and should be in a position, through the physical and social planning mechanisms, to integrate local responses to local problems (aided by the PlanFirst framework). They are also well connected to locally based agencies which are the recipients of much public funding through the PFIs reviewed above. However, current resourcing for such activity is limited and they have a wide variety of capacities to deliver such outcomes. Moreover, they have a divergence of political interest and will.

Nevertheless, the potential is there for LGAs to become lead agencies in coordinating PFI activity at local level.

The potential for locally constituted development agencies – *Local Renewal Corporations* – to take the lead is a further option, as flagged above, possibly based on existing social welfare agencies or community based housing providers and working in consort with the State housing authority to deliver multi-tenure renewal programs. Critical here would be the involvement of affordable housing providers for act as a focus for physical investment activity and stock renewal. There are certainly successful models of these abroad and some are emerging in Australia on which a pilot model could be constructed.

The next phase of the research will be looking in more detail at what options there are for alternative delivery agencies for local place based and cross tenure renewal.

- **Integration of land use and social planning**

The lack of coordination between local land use planning and social planning should be addressed. The development of Local Plans as part of the PlanFirst reforms from DUAP would provide a real opportunity for this to happen. Priorities agreed between these two plans could inform priorities for attracting PFI funding and also allow the context within which physical and social regeneration activity could be coordinated for particular neighbourhoods. The integration of local Affordable Housing Strategies foreshadowed in the forthcoming Affordable Housing SEPP in NSW would add the housing dimension firmly into the local policy response framework. At the same time local social plans need to be made more spatially aware, with area analyses added to the target group based approach which currently predominates. And land use planning must adopt more strategic approaches, incorporating economic, social and housing market planning along with prevailing development control concerns (examples of such integrated land use planning are already well advanced in some LGAs in Western Sydney).

- **Partnership and consortia arrangements**

There seems little point is promoting one organisation to try to deal with all aspects of renewal. Place management also relies heavily on the skills and resourcefulness of individuals to make them succeed, often with little supporting funding. Good practice from around the world strongly points to the role of partnerships in delivering renewal activity. Although the role for a local champion would still be needed to drive the partnership, the need for multiple players actively collectively to deliver various outcomes in the area is clearly essential – working through *Local Renewal Corporations* or partnerships, for example. Models for this need to be explored and trialed. Again, the research project of which this is part will be looking at options for these.

- **Longer term resources: A *Neighbourhood Renewal Fund***

The current PFI model largely relies on interagency coordination to deliver complex and integrated solutions in local neighbourhoods, but essentially with short term funding. But this is clearly a barrier to effective longer term solutions to complex problems. While this issue is widely recognized by stakeholders, as yet no realistic solution has been developed to move us beyond the annual funding round approach. For example, the establishment of a longer term *Neighbourhood Renewal Fund* (funded either by State or Federal government) to support locally based initiatives could be a way forward. Linked to affordable housing development, working through Local Renewal Corporations, including programs and incentives to encourage private housing improvement, and with close ties to local government, this could be the basis of a model for renewing and regenerating some of the most severely disadvantage areas over the long term. These could be linked to innovative private funding initiatives, possible through tax efficient Community Investment Bonds or through arrangements similar to the Low Income Housing Tax Credit system found in the US, as well as equity release schemes to help fund owners to improve their property. Discretionary Improvement Grants, administered by the local authority or local housing provider, might also be a way to stimulate this kind of activity.

The remainder of the research project we've been reporting on in this paper will be pondering these kinds of solutions in more depth, in the light of a final stage of local fieldwork within several of the most highly disadvantage neighbourhoods in Western Sydney.

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TABLE 1: PROFILE OF CDS WITH SEVERE DISADVANTAGE BY PROPORTION OF PUBLIC HOUSING, SYDNEY, 1996

	High Public Housing	Medium Public Housing	Low Public Housing	Sydney Average
	%	%	%	%
% Dwellings with No Motor Vehicles	31.5	22.9	24.9	15.5
% One Parent Family Households	21.4	14.1	12.1	10.2
% Two Parent Family Households	28.9	34.8	35.7	37.4
% Couples Without Children	14.8	18.0	16.9	22.3
% Multi-Family Households	2.0	2.9	3.6	1.8
% Lone Person Households	26.2	22.1	21.3	22.1
% Owner Occupied Dwellings	18.3	33.5	32.8	40.3
% Dwellings Being Purchased	14.5	15.8	14.2	22.7
% Rented Dwellings-Government Owned	48.9	12.8	1.1	5.5
% Rented Dwellings-Privately Owned	11.7	30.0	42.7	23.6
% Separate Houses	54.8	57.9	44.5	64.4
% Semi Detached Dwellings	15.3	9.6	10.0	10.0
% Flats, Units and Apartments	27.5	29.1	40.4	22.2
% Managers, Admin & Profs	13.6	13.7	13.4	28.0
% Persons with Trade Qualifications	17.3	16.0	14.1	16.6
% Households Weekly Income < than \$300	32.9	24.2	21.5	16.3
Unemployment Rate	18.9	16.2	19.5	7.5
% Persons Born Overseas	32.0	45.7	55.0	30.7
% Persons Not Fluent in English	7.5	13.3	18.7	4.8
% Persons at the same address 5 years ago	53.3	47.3	40.7	50.3

TABLE 2: PLACE FOCUSED INITIATIVES IN NSW

Federal Government

Targeted Funding

Department	Initiative	Funding Amount	Focus
Family and Community Services	Strengthening Families and Communities Strategy	\$240 million over 4 years (average \$60 million a year) national - \$38 million over 4 years (\$9.5 million per year) for NSW	Project based LGA
Employment, Workplace Relations and Small Business	Regional Assistance Program	\$30 million annually national (approximately \$3.5 million allocated by GROW (Sydney) per year)	Project based region/sub-regional
Transport and Regional Services	The Stronger Regions Program	\$200.5 million over four years for the Sustainable Regions Program component (\$50.125 per year) nationally	Regions including urban fringes

State Government

Targeted Funding

Department	Initiative	Funding Amount	Focus
Department of Urban Affairs and Planning	Area Assistance Scheme	\$9.5 million for 2000/2001	Regional/sub-regional/neighbourhood
Department of Community Services	Community Services Grants Program	\$55.57 million for 1999/2000	Project
Department of Women	Women's Grants Program	\$1million for 2000	Project
Department of Urban Affairs and Planning	Urban Improvement Program	\$6 million over 4 years (average \$1.5 million per year)	Suburb
Attorney Generals Department	Safer Communities Development Fund	\$1.15 million for 1999/2000	LGA and sub-regional
Department of State and Regional	Regional Assistance	Grants to NGOs for 1999/2000 totaled \$1.37 million	Project/Regional

Policies for Neighbourhood Inclusion?

Development			
Department of Urban Affairs and Planning	Living Centres	\$11 million over 3 years (average \$3.67 million per year)	LGAs
Department of Aboriginal Affairs	Aboriginal Communities Development Program	\$200 million over 7 years (average \$28.57 million a year)	Community
Department of Gaming and Racing	Community Development and Support Expenditure Scheme	CSDE Category 1 liability for the duty year ending 30 November 1999 was approximately \$14 million	Project
Department of Housing	Community Renewal Strategy	Unknown	Estate

Place Integration/Coordination

Department	Initiative	Funding Amount	Focus
Cabinet Office	Families First	\$54 million over 4 years State Wide (average \$13.5 million a year)	Project/Region
Premiers Department	Regional Coordination Program	Unknown	Regional
Premiers Department	Strengthening Local Communities Strategy	\$500,000 in 2001/2002 for implementation	Specific urban and rural localities
Premiers Department	Sustainable Rural Communities Project	Unknown	Targeted rural communities identified as vulnerable

Place Management

Department	Initiative	Funding Amount	Focus
Premiers Department	Strengthening Communities Unit – Place Management Initiatives	Unknown	Specific urban and rural localities

Local Government

Place Management

Council	Initiative	Funding Amount	Focus
Liverpool	Community 2168	Unknown	Postcode
Newcastle	Blue Gum Hills	Unknown	New release greenfield site
Camden	Place Management	Part of strategic planning process	Suburb
Parramatta	Place Management	Part of strategic planning process	Suburb
Fairfield	Place Management	Part of strategic planning process	Suburb

Place Entrepreneurship

Overseeing Department	Initiative	Funding Amount	Focus
Steering Committee with representation of the Council, ATSIC, DEWRSB, DAA, DSRD, DOCS and Premiers	Kempsey Community Economic Renewal Project	\$115,000 per annum	Kempsey area – including thirteen Aboriginal communities in the Macleay valley
Led by Hunter Health	Hunter Community Renewal Scheme	Not known	Windale
Moree Shire Council a major contributor and predominant involvement by ATSIC, DOH, TAFE, DOE, DOCS, Ministry for the Arts, New England Health, AGS and Premiers	Moree Place Management Project	\$120,000 per annum	Moree and surrounding Aboriginal communities
City of Liverpool, DOH, SWSAHS	Community 2168	Unknown	Postcode area 2168

Figure 1: Census Collector Districts (CDs) with Severe Disadvantage by the Level of Public Housing, 1996

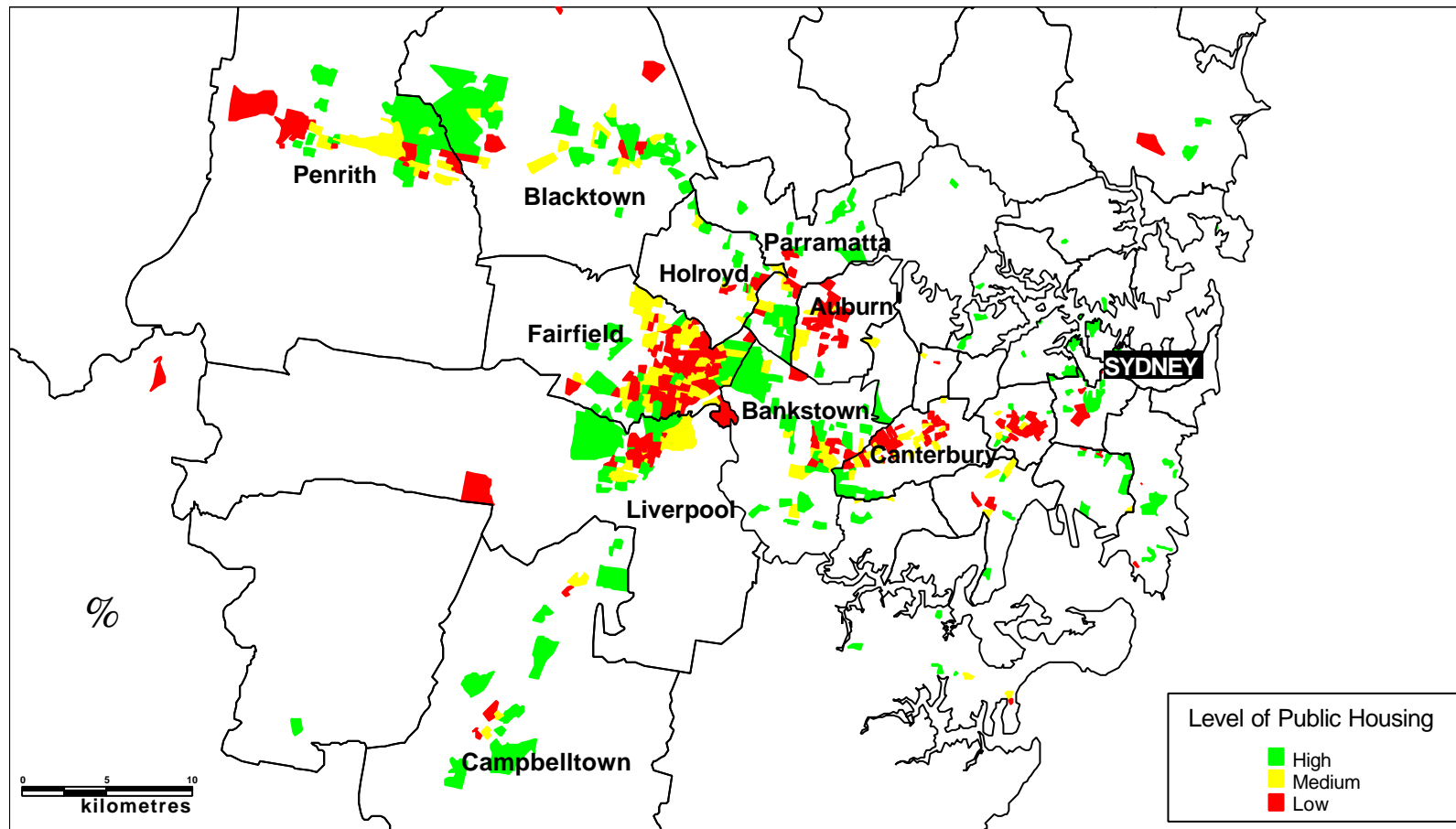


Figure 2: Case Study LGAs in Western Sydney

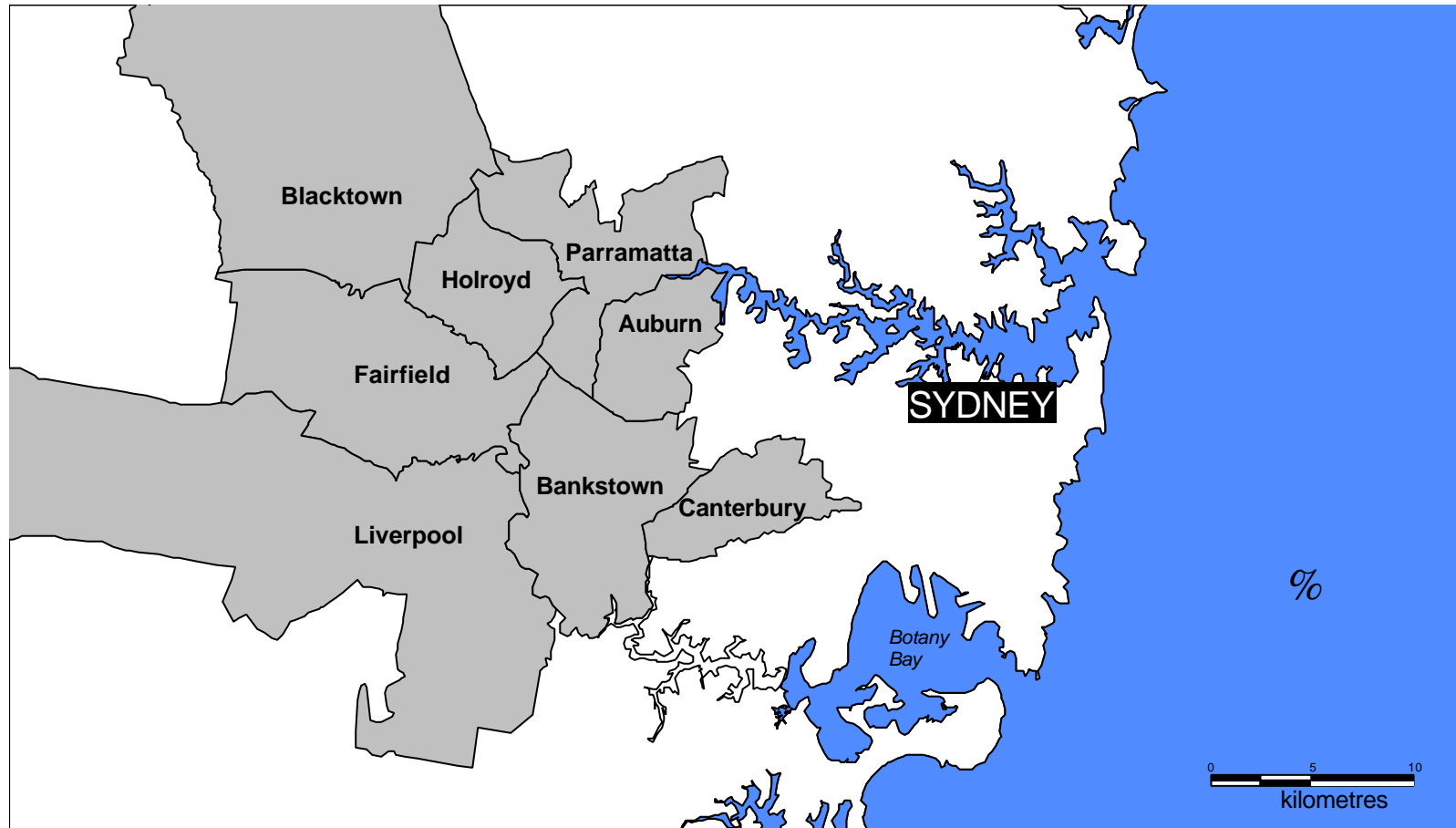
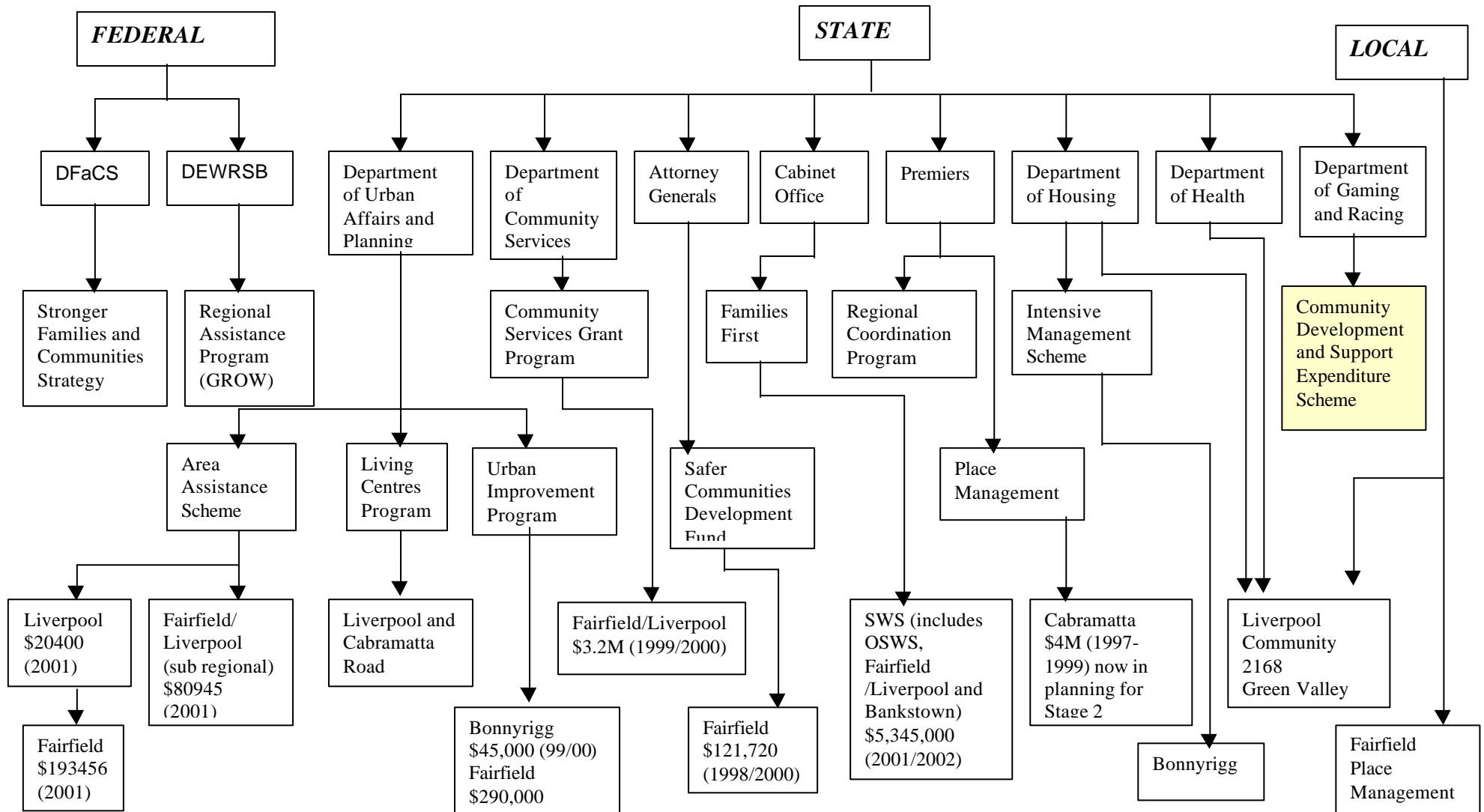


Figure 3: Place Focused Initiatives – Fairfield and Liverpool LGAs October 2001



APPENDIX A: REVIEW OF PLACE FOCUSED INITIATIVES OPERATING IN NSW (OCTOBER 2001)

Initiative	Federal Department of Family and Community Services, Strengthening Families and Communities Strategy
Summary	This National Strategy launched in April 2000 aims to contribute to enhancing the strength of Australian families and communities
Targeting	Funding proposals are either developed via FaCS people working with communities, or come straight from community groups. The proposals are assessed by STAG (State/Territory Advisory Group) The funding can be one off or ongoing
Funding	\$240M over 4 years (2000 to 2004)
Means of delivery	Grant funding
Aims and objectives	<p>To contribute to enhancing the strength of Australian families and communities through nine initiatives:</p> <ul style="list-style-type: none"> • Stronger Families Fund Stronger Families Fund. The fund will also establish a National Clearing housing so that local communities can access the latest information and research on successful projects; • Early Intervention, Parenting and Family Relationship Support; • Greater Flexibility and Choice in Child Care; • A Longitudinal Study of Australian Children; • Potential Leaders in Local Communities; • National Volunteers Skills Development Initiative and funding for the International Year of the Volunteer; • Local Solutions to Local Problems; • ‘Can Do’ Community ; • A Communication Strategy
Links and collaboration with other agencies	FaCS officers work directly with community organisations to develop proposals
Community consultation	May take place as part of the proposal

Area of operation	National
Evaluation	Not identified
Started	2000

Initiative	Federal Department of Transport and Regional Services – Regional Assistance Program
Summary	The Regional Solutions Program is a Federal Government initiative helping regional and rural communities find local solutions to local challenges.
Targeting	Funding is available for non-profit groups with strong support from their community or region. A trial element is the Regional Solutions Partnership to assist the most disadvantaged communities to gain better access to mainstream government assistance measures. Each Partnership will be tailor-made to suit the community's needs and strengths. The Partnerships are only available to areas hardest hit by social and economic change in regional Australia
Funding	\$90M over 4 years
Means of delivery	Grant funding ranging from \$1,000 for small scale projects to \$500,000 for large scale projects
Aims and objectives	The Program primarily aims to work with rural and regional communities facing economic challenges, a declining population due to industry restructuring, a lack of development opportunities, or high levels of unemployment and social disadvantage. The three broad funding areas are: <ul style="list-style-type: none"> • Planning; • Undertaking large or small scale projects; • Resourcing people to work for the community.
Links and collaboration with other agencies	Funding is through non-profit groups
Community consultation	Stated as an aim, but not detailed
Area of operation	National – regional and rural communities
Evaluation	Not detailed
Started	2001

Initiative	Department of Transport and Regional Services – The Stronger Regions Program
Summary	The Stronger Regions package underpins the Federal Government framework for the development of Australia’s regions. It is made up of: <ul style="list-style-type: none"> • The Sustainable Regions Program; • More Support for Exporters; • A Regional Business Development Analysis; • Enhancements to National Competition Policy; • A program to raise awareness of and access to Government information
Targeting	The Sustainable Regions Program component of the Stronger Regions Program is targeted at regions undergoing major economic, social or environmental change, including the urban fringe areas as well as those outside capital cities. Regions are assessed against criteria that includes socio-economic and demographic indicators, as well as demonstration of a strong degree of initiative, self-reliance and commitment to community action.
Funding	\$200.5 Million over 4 years for the Sustainable Regions Program component
Means of delivery	Funding is provided to designated regions to firstly assist in developing forward plans and testing future development options, and secondly for project implementation. Local Advisory Committees are established and they guide the determining of priorities.
Aims and objectives	The program aims to assist regions undergoing major economic, social and environmental change and will support community leadership in the development of local solutions.
Links and collaboration with other agencies	The Program aims to build on existing arrangement such as the Regional Solutions Programs and the Area Consultative Committees.
Community consultation	Through the Local Advisory Committee
Area of operation	National
Evaluation	Not detailed
Started	2001

Initiative	Federal Department of Employment, Workplace Relations, and Small
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	Business – Regional Assistance Program
Summary	This program uses Area Consultative Committees to initiate community-based project proposals for funding under the Program in the following areas: jobs generation; improving the skills base of a region; tackling disadvantage and encouraging growth in a region; and support infrastructure. The proposals must demonstrate a clear path to job outcomes, and/or an ongoing economic or regional benefit.
Targeting	Assistance is provided to regions through seed funding to support projects aimed at generating employment and building the skills base of regions. Projects and initiatives are developed at the regional level and contain strategic measures to increase regional employment opportunities
Funding	\$30M annually in grants
Means of delivery	ACCs comprise of business and community representatives and with project sponsors, develop projects for funding under RAP in the context of their strategic regional plans and annual business plans
Aims and objectives	The projects supported are aimed at generating employment and building the skills base of regions.
Links and collaboration with other agencies	The ACCs comprise of business and community representatives. Project sponsors are also sought.
Community consultation	ACCs are encouraged to initiate community-based project proposals
Area of operation	National – there are 56 ACCs across Australia
Evaluation	No detailed
Started	1996 (approx)

Initiative	NSW Department of Urban and Regional Planning – Area Assistance Scheme
Summary	The Area Assistance Scheme (AAS) is a regional community development grants program administered by NSW Department of Urban Affairs and Planning (DUAP). The program targets areas in NSW with significant social and economic disadvantage
Targeting	The program targets areas in NSW with significant social and economic disadvantage. Local councils and community organisations can apply for grants for projects that will meet the needs of their communities. Grants can be one off, or for one, two, three or four years. This scheme operates in Western Sydney, the Illawarra, Macarthur, the Hunter, the Central Coast and the North Coast. Each year funding priorities developed are decided for each region and approved for the funding round. The majority of AAS projects are short term in nature, and receive funding for up to 4 years. There are a small number of projects that are approved each year as ‘pick up’ projects. These projects will be ‘picked up’ by other NSW Government agencies after the first two years of the projects’ operation, and will receive an enhancement from Treasury to continue funding these projects
Funding	The AAS budget commitment for 2001/2002 is \$10.5 million.
Means of delivery	Grant funding – proposals developed with assistance of the Project Officers
Aims and objectives	The Scheme aims to: help local communities and regions meet community needs in their area; support community development in regions experiencing social stress or rapid urban growth or change;
Links and collaboration with other agencies	Pick up grants start with AAS then transferred to DoCS (most often), also Health, very occasionally Sport and Recreation.
Community consultation	Through Community Project Officers located in Council
Area of operation	Western Sydney (WSROC area), Illawarra, Macarthur, Hunter, Central Coast and North Coast
Evaluation	Program evaluated every 3 years, last evaluation 1999 – move to outcomes
Started	1970s

Initiative	NSW Department of Community Services Community Grants Program
Summary	The NSW Department of Community Services funds community agencies and local government to provide services through the Community Services Grants Program (CSGP).
Targeting	Services funded under CSGP deliver prevention and early intervention support to families, children and young people who are at risk and help to build capacity within local communities and individuals, helping to contribute to social well-being.
Funding	In 1999/2000 over \$55 million dollars was distributed to 1113 projects.
Means of delivery	Grants Funding
Aims and objectives	Prevention and early intervention, capacity building through projects and funding worker positions
Links and collaboration with other agencies	Funded worker positions can be located in Councils or with NGOs. Some projects are 'pick ups' from the AAS scheme.
Community consultation	Unclear
Area of operation	NSW Area Wide
Evaluation	Currently under review through the CSGP Round Table made up of representatives from DoCS,
Started	?? Long time?

Initiative	NSW Department for Women Grants Program
Summary	The NSW Women's Grants Program annually funds projects that contribute to the Government's social justice objectives of equity, access, rights and participation
Targeting	There are three types of grants; large grants projects that have a regional or state wide focus and develop approaches that can be replicated in other areas; small grants projects that focus on innovative local activities and community development; and the Partnership Project Grant
Funding	\$1M in 2000
Means of delivery	Grants based funding
Aims and objectives	The grants are open to non-government organisations, or groups undertaking projects that will benefit women in NSW
Links and collaboration with other agencies	No – only with the NGOs they are funding
Community consultation	Strong community consultation processes within the Department, but not specifically for this grants program
Area of operation	NSW wide
Evaluation	No
Started	1993

Initiative	NSW Department of Urban and Regional Planning – Urban Improvement Program
Summary	The Urban Improvement Program is based on partnerships between community, local government, state government and other organisations for managing urban changes., The UIP is used to help councils revitalise key urban places around Sydney's transport hubs to create a more sustainable city
Targeting	Local communities in the Sydney region
Funding	\$6M over 4 years
Means of delivery	Through Councils
Aims and objectives	At local level aims are: Integration of land-use and transport, increased housing choice and quality, safe public spaces and sustainability.
Links and collaboration with other agencies	Partnership model – community, local government, state government and other organisations
Community consultation	Community identified as partner
Area of operation	Currently in operation in Revesby, Merrylands, Bonnyrigg, Kogarah, Kingswood/South Werrington, Parramatta Road.
Evaluation	Not stated
Started	Recent

Initiative	NSW Attorney General's Department Crime Prevention Division - Safer Communities Development Fund Grants
Summary	The Safer Communities Development Fund can provide financial support for a range of activities that can prevent crime. The four major categories of grants available are: Innovative Project Grants; Specific Project Grants; Safer Community Compact Grants; and Operational Area Grants.
Targeting	The Innovative Project Grants are available to community based agencies for the development of programs, resources or interventions that have not been previously trialed in NSW. The Safer Community Compact Grants are available to local councils that have had local crime prevention plans endorsed as Safer Community Compacts. The Operational Area Grants are available to local councils that have an operational area established in the local government area under Part 3 of the Children (Protection and Parental Responsibility) Act 1997.
Funding	In 1999/2000 the Safer Communities Development Fund provided \$792,593 to local communities during the year to assist with the implementation of local crime prevention initiatives. A further \$337,307 was provided to a range of community organisations to develop and implement innovative approaches to crime prevention
Means of delivery	Mainly through Councils, some grant based funding to community organisations
Aims and objectives	Crime prevention
Links and collaboration with other agencies	Local Council and community organisations
Community consultation	Projects need to demonstrate local need, but not necessarily community consultation
Area of operation	NSW Wide
Evaluation	Not detailed
Started	May 1996

Initiative	NSW Department of State and Regional Development – Regional Assistance
Summary	There are a range of programs (10) administered by the Department of State and Regional Development that aim to help businesses and communities develop in New South Wales' regions.
Targeting	Regions outside of Sydney
Funding	\$1.37 Million in grants to NGOs for 1999/2000
Means of delivery	Normally grants based funding to organisations. Can also provide business services and resources
Aims and objectives	Help businesses and communities develop in New South Wales regions
Links and collaboration with other agencies	Employment can be a component – one program is specifically targeted to Aboriginal businesses and community enterprises
Community consultation	Programs are community targeted and often require community consultation and support as part of the eligibility criteria
Area of operation	NSW Regions
Evaluation	Not detailed
Started	Not detailed

Initiative	NSW Department of Urban Affairs and Planning – Living Centres Program
Summary	This program operates in specifically targeted areas to build healthy communities – socially, economically and environmentally
Targeting	Yes – Program operates in targeted areas
Funding	\$11.5 million over 3 years
Means of delivery	DUAP teams work with local councils, community groups and other government agencies on action strategies
Aims and objectives	Managing changing environments and transforming towns and suburbs into vibrant centres.
Links and collaboration with other agencies	Working with local councils and other community agencies
Community consultation	Yes – community as partner
Area of operation	Communities in the Western Riverina, Illawarra, Far South East and Northern Rivers districts, along the proposed Parramatta-Chatswood rail corridor and in the regions of St George-Sutherland, Greater Homebush and Central Coast.
Evaluation	Not detailed
Started	2000

Initiative	NSW Department of Aboriginal Affairs – Aboriginal Communities Development Program
Summary	Aims to improved the overall living standards and health of selected Aboriginal communities in NSW who have large scale environmental health needs
Targeting	Yes – communities selected by assessment of the communities’ needs and level of health; and review of existing programs to identify what further work needs to be done.
Funding	\$200 M over 7 years
Means of delivery	Working with selected communities to deliver environmental health services
Aims and objectives	To improve living standards and health of the communities
Links and collaboration with other agencies	Full consultation process with key government agencies and Aboriginal organisations to identify Aboriginal communities. Steering committees established to provide high level inter-agency assistance. Committee will monitor management and implementation to ensure best possible outcomes
Community consultation	Yes
Area of operation	Selected communities in NSW
Evaluation	Not detailed
Started	2000?

Initiative	NSW Cabinet Office – Office of Children and Young People – Families First
Summary	Families First is a coordinated strategy sponsored by the NSW Government to increase the effectiveness of early intervention and prevention services in helping families to raise healthy, well adjusted children
Targeting	Families First began with implementation in three areas of NSW: the Mid North Coast, the Far North Coast, and South West Sydney. The rollout of Families First for 2001 has been accelerated to include five new areas: New England, Central Coast, Nepean and Southern Highlands. These areas will begin planning for Families First, with funding being available from July 2001. Planning will also begin in Central West
Funding	The \$54.2 million strategy will be implemented in all areas of NSW over the next four years
Means of delivery	Project teams in each area
Aims and objectives	Early intervention and prevention
Links and collaboration with other agencies	Yes – involvement from Department of Health through the Area Health Services, Department of Community Services, Department of Ageing, Disability and Home Care, Department of Education and Training, Department of Housing, NSW Health, and non government agencies funded to support families. Regional officers group made up of CEOs, Area Managers in each area.
Community consultation	Yes – Focus groups, public meetings during planning processes. Regional Officers Group received advice about implementation from families, community forums, NGOs and local government.
Area of operation	Currently three areas – Mid North Coast, Far North Coast and South West Sydney. Will be state wide
Evaluation	Not detailed – but area plans are outcomes based and include performance indicators
Started	1999/2000?

Initiative	NSW Premier's Department - Strengthening Communities Unit
Summary	Unit's main role is to lead and facilitate whole of government projects that enable Government agencies and communities to work together. The unit runs a number of programs and projects which include; community drugs initiatives; place initiatives; volunteering and community development initiatives and brokerage initiatives
Targeting	Specific urban and rural localities – place initiatives currently in Kings Cross/Woolloomooloo, Redfern/Waterloo, Cabramatta, Canterbury/Bankstown. Moree, South Tamworth, Bourke, Brewarrina, Bogabilla, Wentworth, Crookwell, Airds/Bradbury, Port Kembla, Mangrove Mountain, Windale/Booragul-Bolton Point
Funding	\$500,000 in 2001-2002 for implementation of the Strengthening Local Communities Strategy
Means of delivery	Place Project Managers and funded projects with local government
Aims and objectives	Better tackle key socio-economic concerns in designated local communities through a cross Government and partnership approach with community interests
Links and collaboration with other agencies	Other government agencies, local government, NGOs, business
Community consultation	Variable
Area of operation	NSW Wide but in specific urban and rural localities
Evaluation	Not detailed
Started	Formed out of Carr Government's 1999 Supporting Families and Strengthening Communities Platform

Initiative	NSW Premier's Department – Regional Coordination Program
Summary	Under the Program, Regional Coordinators lead and support projects that require cross-agency coordination and that have demonstrable benefit for the people, the economy, the infrastructure and/or the environment of the region
Targeting	Regional Coordinators cover all of NSW and are located in the following regions: Central Coast, Hunter, Illawarra, New England/North West, North Coast, Riverina/Murray, South East, Western, Coastal Sydney, South West Sydney and Western Sydney
Funding	The Premier's Department administers the RCP with funding being provided jointly by participating agencies.
Means of delivery	The Regional Coordination Management Group (RCMG) made up of senior regional managers and the regional coordinator oversee the development and implementation of cross agency projects.
Aims and objectives	Cross agency coordination for projects that have demonstrable benefit for the people, economy, infrastructure and/or environment of the region.
Links and collaboration with other agencies	Yes – multiple
Community consultation	Mainly through NGO representation
Area of operation	NSW Wide
Evaluation	Not detailed
Started	Two year pilot in 1994 then extended in 1998 and 1999

Initiative	NSW Department of Housing Community Renewal Program
Summary	The Department of Housing's Community Renewal Strategy involves a set of initiatives addressing the social and physical problems of large public housing estates within New South Wales.
Targeting	Yes – large public housing estates within NSW
Funding	Not detailed
Means of delivery	Range of strategies in the different estates
Aims and objectives	Improving houses and public spaces; preventing crime and anti-social behaviour; developing opportunities for employment and training; better and more responsive housing management; reducing concentrations and diversifying the social mix; increasing tenant involvement and participation; improving access to and coordination of services; building tenant skills, community capacity and social networks
Links and collaboration with other agencies	Yes - the strategies centre of working in partnership with the community and other agencies, including tenants, local councils, the NSW Police Service and Commonwealth Government Employment Programs
Community consultation	Yes – all estates have the involvement of residents in decision making as a core strategy
Area of operation	NSW large public housing estates
Evaluation	Yes – NIP evaluated in 2000
Started	1994 with the introduction of the Neighbourhood Improvement Program, in 2001 the Department announced the next stage – the Community Renewal Strategy

Initiative	Community Development and Support Expenditure Scheme
Summary	The scheme is a statewide initiative whereby clubs earning over \$1 million in gaming machine revenue provide funding for community projects and services
Targeting	State wide
Funding	CSDE Category 1 liability (specific community welfare, community development, social services and employment assistance activities) for the duty year ending 30 November 1999 was approximately \$14 million
Means of delivery	CDSE Local Committees are in each LGA where the clubs have a combined Category 1 liability greater than \$30,000 – Committee have a core membership of the CDSE clubs in the area, the Council, DoCS and NCOSS or affiliate. These committees advise clubs on the social needs within a LGA and on the Category 1 funding applications. The final decisions rest with the each Club's Board of Directors
Aims and objectives	Allocation of funding to the community
Links and collaboration with other agencies	Through membership on the CDSE committee
Community consultation	No – only through project
Area of operation	NSW
Evaluation	No
Started	The scheme was introduced in 1998, and the establishment of the local committees was in December 2000.

Initiative	Sustainable Rural Communities Project
Summary	The Sustainable Rural Communities Project involves six community case studies to analyse the characteristics of small rural communities and determine how and why some rural communities adapt to the changing world
Targeting	Each of these communities has been identified as being vulnerable to external economic and social factors, yet each community demonstrates a recognition of the need for strategic community planning and intervention in order to build on its resource base for a sustainable future. The criteria for selecting these communities are: Population of less than 10,000; Identified as 'vulnerable' by the 1999 AHURI Report on Community Disadvantage and Vulnerability; Identified by Regional Coordinators as having the capacity to implement a strategic community development program; Local government support
Funding	The community building program extends over a three year period, with intensive work in the first twelve months to develop the base line data and action plans with which the community can develop their sustainability profile
Means of delivery	Community building
Aims and objectives	Investigation of rural communities and their adaptation to changing social, economic and environmental conditions and development of strategies to foster characteristics of vibrancy and high levels of social participation
Links and collaboration with other agencies	Identification through the Regional Coordinators. The Strengthening Communities Unit will play a lead agency role. The Project Manager will work with the Regional Coordination Management Group (RCMG). Other State Government Departments will be involved including through strategic partnerships
Community consultation	Yes
Area of operation	Cooma, Moruya, Boorowa, Inverell, Moree and Cootamundra
Evaluation	Not detailed
Started	1999

Initiative	Fairfield Council Place Management
Summary	Fairfield has adopted five types of place management for their Local Government Area. These are: Main Street Programs in Cabramatta and Fairfield; The Cabramatta place management project – a joint project between the Council and Premier’s Department; Division of the Local Government Area into five places which all have their own place manager; and Suburb Support Officers.
Targeting	LGA wide
Funding	Part of new Council strategic direction rather than specifically funded
Means of delivery	Place Management delivered through place managers
Aims and objectives	Strong focus on outcomes
Links and collaboration with other agencies	Cabramatta place management project is a joint project with Premiers. Place Managers work with the community and community organisations to set up sustainable outcomes
Community consultation	Yes – strong feature of the place management structure
Area of operation	Fairfield LGA
Evaluation	Not detailed – but strategic plan in place presumably with performance measures
Started	Developed after a review by Fairfield City Council of their performance and operating environment in 1998

Initiative	Camden Council Place Management
Summary	In February 2000, the Camden Council published their Strategic Plan, titled 'Camden 2025'. A strategy that has been developed to facilitate the plan's objectives is for areas to be 'place managed', through the appointment of place managers and the preparation of strategic plans in consultation with the community
Targeting	Camden LGA with place managers for areas
Funding	Part of Strategic Plan strategies – no specific funding allocated
Means of delivery	Place managers develop strategic plans in consultation with the community, also work with developers and appointed in existing development to prepare place based urban design development controls
Aims and objectives	Plan and manage growth
Links and collaboration with other agencies	Yes – including links with developers
Community consultation	Yes during strategic planning processes with place managers
Area of operation	Camden CBD
Evaluation	Not detailed
Started	Strategic Plan released in February 2000

Initiative	Newcastle Council – Blue Gum Hills
Summary	Newcastle City Council chose to adopt the place management framework to guide the development of Blue Gum Hills, a new 25,000 person greenfield urban growth corridor to the west of the City of Newcastle
Targeting	Blue Gums Hills – greenfield urban growth corridor in Newcastle
Funding	Not specified
Means of delivery	Through a place manager
Aims and objectives	Guiding the development of a new greenfield urban growth corridor
Links and collaboration with other agencies	Partnership through a Community Planning Advisory Panel with community, agency , Council and development industry representation
Community consultation	Yes – community representation through the panel from resident’s groups
Area of operation	Blue Gum Hills in Newcastle
Evaluation	No, but benefits and costs were reviewed
Started	1997/1998?

Initiative	Kings Cross/Woolloomooloo Place Management Project
Summary	The Premier announced this project as a joint initiative of the NSW Government and the South Sydney City Council. The project followed consultations in 1995 and recommendations by the Wood Royal Commission.
Targeting	Yes – specific area targeted
Funding	The initiative included the employment of a Crime Prevention and Safety Coordinator for 15 months, funded by the NSW Premier’s Department, South Sydney Council, Attorney-General’s Department, Department of Juvenile Justice, Department of Community Services, South East Area Health Service, Department of Housing and NSW Police Service
Means of delivery	Employment of Project Officers
Aims and objectives	The project aims to make Kings Cross a safer and more pleasant place to live in, to work in and to visit. For the Kings Cross project, residents and groups identified four major objectives: enhance the amenity and prosperity of the area; improve safety and security; ensure adequate services and facilities; build a more harmonious and responsible community.
Links and collaboration with other agencies	Yes – range of State government agencies, community groups, NGOs, residents and businesses in the area
Community consultation	Residents and community groups identified for collaboration
Area of operation	Kings Cross/Woolloomooloo area
Evaluation	Yes – Nexus Consulting – focus on outputs from the project rather than drawing conclusions about the outcomes. Also focused on the use of the place management framework and suggested improvements for future place management projects
Started	1995 for a number of years

Initiative	Redfern-Waterloo Place Management Project
Summary	The Redfern/Waterloo Coordination Project, focuses on working with Government service providers on the development of integrated and coordinated programs and services for Redfern/Waterloo
Targeting	Yes – specific area targeted
Funding	Project direction and management is the shared responsibility of the following agencies: Department of Housing; Department of Community Services; Central Sydney Area Health Service; NSW Police Service; Premier's Department - Strategic Projects Division; and Department of Aboriginal Affairs. These agencies have jointly provided resources for the project from within existing budgets.
Means of delivery	Builds on existing initiatives, also the Redfern Coordination Project Manager
Aims and objectives	Improved coordination of services for youth and those which address the drug problems of the area; support for Housing issues and community development projects; involvement with community policing initiatives and assistance with the development of joint departmental initiatives
Links and collaboration with other agencies	Yes – project direction and management based on shared responsibility by the agencies
Community consultation	Occurs at the level of the individual projects and through established community and stakeholder groups.
Area of operation	Redfern – Waterloo
Evaluation	Not detailed
Started	Established in late 1998

Initiative	Cabramatta Project
Summary	The Project started as a 2-year partnership with Fairfield City Council, which focuses on 4 key strategic issues: Drug treatment and law and order; Vocational training and employment for young people; Tourism development; and Urban planning.
Targeting	Yes
Funding	\$4 Million over the 2 years (?)
Means of delivery	Appointment of a Place Manager
Aims and objectives	Strategies to pull together a variety of agencies and organisations servicing Cabramatta in a coordinated effort to achieve change in the short and medium term
Links and collaboration with other agencies	Yes – The key issues and related projects relied on joint working of State Government Departments
Community consultation	No – project was
Area of operation	Cabramatta
Evaluation	yes – unpublished but outputs for each of the strategic issues have been released
Started	The NSW Premier announced the ‘Cabramatta Project’ in 1997

Initiative	Canterbury/Bankstown ‘NSW Government Action Plan’
Summary	This plan states actions and the responsible agency/agencies for the issues of; policing unlawful behaviour; improving police community relations; youth crime prevention; rehabilitation of juvenile offenders; parent/family support; improving communication between NESB parents, schools and community organisations; improving literacy and numeracy skills; promoting positive images; improving youth employment opportunities; improving sporting and cultural facilities; and whole of government coordination and monitoring.
Targeting	Yes
Funding	Not detailed
Means of delivery	Working partnerships
Aims and objectives	Youth and Community issues as detailed in summary
Links and collaboration with other agencies	The coordination and monitoring of working partnerships is detailed in the plan, and is actioned by the Strategic Projects Division of the Premier’s Department. This Division convenes regular meetings between managers of key State Government agencies, local government and key NGOs to oversee progress with the implementation and to guide development of further collaborative issues
Community consultation	No – more focused on working partnerships between State Government Departments
Area of operation	Canterbury/Bankstown
Evaluation	Not detailed
Started	2000

Initiative	Kempsey Community Economic Renewal Project
Summary	The long term goal of the project is the development of workable strategies for revitalisation/renewal of Kempsey. This will have a particular emphasis on economic and employment strategies for the Aboriginal population, in the context of economic development for the whole community
Targeting	Yes
Funding	\$115,000 per annum
Means of delivery	Oversight of the project is by a Steering Committee with representation of the Council, ATSIC, DEWRSB, Department of Aboriginal Affairs, Department of State and Regional Development, Department of Community Services and Premiers Department
Aims and objectives	Community economic renewal with a particular focus on the Aboriginal Community
Links and collaboration with other agencies	Yes – through the Regional Coordination Program and the Department of Aboriginal Affairs. Also involvement with DEWSRB, ATSIC, Council and the local community
Community consultation	Yes – Consultation with the Aboriginal communities and the Department of Women and the Premier’s Council for Women consulted with Aboriginal women.
Area of operation	Kempsey – including the thirteen Aboriginal communities in the Macleay Valley
Evaluation	No
Started	1999?

Initiative	Hunter Community Renewal Scheme
Summary	Windale is now the focus of intensive support and intervention by the New South Wales Government as part of the Hunter Community Renewal Scheme
Targeting	Yes
Funding	Not detailed
Means of delivery	Led by Hunter Health
Aims and objectives	Intensive support and intervention
Links and collaboration with other agencies	The Government agencies collaborating with the Windale community on the renewal project include the Premier's Department, Hunter Health, Department of Community Services, NSW Police and Lake Macquarie City Council. The Department of Education and the Department of Sport and Recreation are also lending support to implement a community renewal plan. The Jesuit Social Services are also involved in guiding and supporting the development of this initiative.
Community consultation	Yes – community survey of residents conducted by Hunter Centre for Health Advancement, also consulted as part of the Department of Housing Community Renewal Strategy
Area of operation	Windale, Premier's Department also includes Booragul – Bolton Point
Evaluation	Not detailed
Started	Around 1999 – 2000 (?)

Initiative	Moree Place Management Project
Summary	The Moree Place Management Project is a whole of government place management project, which aims to enhance the people and place prosperity in Moree
Targeting	Yes
Funding	\$120,000 per annum
Means of delivery	Place Manger
Aims and objectives	Establish new, and enhance existing, links across community groups, services and members to ensure the best use of the collective wisdom and talent of the Moree community, as it works for a better quality of life for all of its people
Links and collaboration with other agencies	A number of organisations are involved in the Moree Place Management Project. Moree Plains Shire Council is a major contributor, and there is predominant involvement at ATSIC, Department of Housing, TAFE, Department of Education, Department of Community Services, Ministry for the Arts, New England Health, the NSW Attorney General's Department and the NSW Premier's Department. The Commonwealth Departments of Education, Training and Youth Affairs; and Employment Workplace Relations and Small Business are also involved, but only ATSIC is a financial contributor
Community consultation	Yes – the guiding principles are ownership and collaboration, not just by the community, but also by the range of government departments and agencies
Area of operation	Moree and surrounding Aboriginal communities
Evaluation	Not detailed
Started	Around 1999