



Annex C

Leading Nationally – Responding Locally

Building social inclusion in localities on
the edge.

A policy paper to guide response to *Dropping off the edge*

March 2008

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Foreword

Dropping off the Edge, a report commissioned by Jesuit Social Services and Catholic Social Services Australia, raised Australia's awareness of the existence of pockets of chronic and entrenched disadvantage in the Australian community. It also pointed to strategies that might be deployed to address that disadvantage effectively by building social inclusion.

Aware of the Rudd Labor Government's election commitments to the Social Inclusion agenda, Our Community approached Catholic Social Services Australia and Jesuit Social Services to explore ways in which the solutions envisaged in ***Dropping off the Edge*** might be turned into an effective reality.

To begin this process, Catholic Social Services Australia and Jesuit Social Services have commissioned this policy framework to assist the new Government to develop strategies to advance its social inclusion agenda. The policy discussion paper has been prepared under the guidance of our Steering Committee whose members are Ms Rhonda Galbally AO, Executive Director of Our Community, Peter Norden SJ AO, Associate Director, Jesuit Social Services, Frank Quinlan and Julie Edwards. Emeritus Professor Tony Vinson (who conducted the original ***Dropping off the Edge*** research) retains his involvement with the project through his role as consultant to the committee.

We hope this working draft, entitled ***Leading Nationally - Responding Locally***, will make an important contribution to the policy debate. More importantly, we hope that the policy debate will lead to real and lasting change in the lives of Australians who have not yet enjoyed their fair share of our social and economic prosperity.

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Executive Summary

POLICY MESSAGES FROM *Dropping off the edge*

- The most significant location-specific disadvantage is very deep but it is not very large (75,000 people live in the 27 most disadvantaged non-Indigenous localities). Yet these localities demonstrably account for a markedly disproportionate share of social problems within each Australian state and the ACT. Many Indigenous geographic communities in the NT are also likely to be significantly disadvantaged (may add 70 plus localities and 30,000 people).
- The disadvantaged localities will not change in the absence of constructive, skilfully managed and sustained interventions.
- The lives of the majority of residents of these localities are characterised by:
 - limited education,
 - deficient labour market credentials,
 - poor health and disabilities,
 - low individual and family income,
 - engagement in crime, and
 - lack of information retrieval and exchange skills.
- Without effective intervention the cost to the broader Australian community of sustained disadvantage will continue to grow in both social and economic terms.
- Economic and social participation are dependent on social cohesion and the economic and social capabilities of the communities in which people live. Community building interventions that target community capabilities bring about long term participation benefits.
- Without an intervention that includes a focus on local economic participation and labour market readiness, people of labour force age will remain an untapped resource in a time of a national labour and skill shortage.

POLICY & PROGRAM APPROACHES

To effectively counter disadvantage, a three-pronged approach is necessary:

- Trickle down effect – where strong economic and labour market settings encourage and enable the participation of many in the economic and infrastructure benefits that flow. For example, high speed Broadband capacity becoming available for 98% of Australia.
- Horizontal or universal approaches – whereby all individuals or members of a group receive goods and/or services. For example access to universal pre-school for all four-year-olds and the provision of a computer to all senior high school students.
- Vertical equity approaches – where individuals or localities are particularly targeted and provided with additional goods or services to reduce the gap between themselves and the rest of the community. For example 600 new houses and units for homeless people and preschool and supportive services for three-year-olds in markedly disadvantaged areas.

TIMING OF INTERVENTIONS

To effectively respond to entrenched disadvantage, a combination of interventions is needed:

- Short term interventions: communities of locality with severe and entrenched disadvantage often require an initial short and sharp external intervention that delivers or ensures that the basic economic, social infrastructure and support services are in place to instil confidence and kick start the change process. The downward slide of some communities can be identified by on-going statistical monitoring enabling preventive interventions at a stage where they are most likely to be effective;
- Long term interventions: to create sustainable change, that not only delivers social and economic participation but also social engagement and social capital, requires a long term community based participative recovery process that builds on local assets and is supported by a long term resource commitment; and
- Prevention and early intervention approaches: in addition to actions (both short and long term) begun now, prevention and early intervention strategies are necessary to overcome long term multigenerational issues. Investment in early childhood development pays significant dividends in the long term and helps overcome intergenerational disadvantage; however the results are not fully seen in the short-medium term.

THE IMPORTANCE OF PLACE

- Social and economic disadvantage and social and economic exclusion have a strong spatial dimension.
- Disadvantage is caused not only by lack of personal resources but also by insufficient or unsatisfactory community infrastructure such as dilapidated schools, remotely sited shops, poor public transport networks, plus an attitude of resignation to an unfulfilling situation and unpromising future and this poor local economic and social infrastructure tends to reinforce and perpetuate poverty.
- Within disadvantaged localities, people AND place policies cannot be separated.
- We need to support the individuals and families (people) as well as improve the systems and infrastructure of the locality itself (place) and cannot do one without the other.
- Evidence emerging from the UK, Scotland & Ireland in particular suggests that locality-specific interventions with an emphasis on renewal and development of the urban environment, public spaces, housing, transport systems and business in combination with policies and programs targeted at individuals living in these disadvantaged localities and facing social exclusion in different spheres of their life, appear to offer the best opportunity for positive and lasting improvements.

PRINCIPLES FOR SUCCESSFUL PLACE-BASED INITIATIVES

Based on evaluations and reviews in Scotland and the UK, the following principles have helped form the basis of successful disadvantaged locality interventions:

- Long term investment with at least ten year horizons to identify, respond, monitor and evaluate on the many levels.
- Locally driven by new efficient governance structures at the local level.
- A strong commitment to community engagement and asset-based development.
- Working in partnership with a range of agencies nationally & locally.
- Integrate people and place policies.
- One size does not fit all (localities can be on the way up or way down, outer metro, inner urban).
- Minimising stigmatisation – focusing on everybody in the locality. Minimising stigmatisation is an important and necessary goal, however, we need to learn from both local practice experience and projects like SureStart where, typically, the biggest problem in inclusion projects can be involving the ‘hard to reach’ parents and families. It is this last 5% of the population in disadvantaged areas who are difficult to engage and who will therefore not readily benefit from locally-based inclusion projects. So, focusing on everybody in a locality needs to be supplemented by very special efforts to engage those who are often the very people who most need assistance. Achieving that involvement may, despite safeguards, challenge the ‘non-stigmatising’ principle in a field that involves many value considerations, including ‘effectiveness’ and ‘a fair-go for dependent children.’
- Multifaceted – deal with multiple issues and levels concurrently with the mix of goals including some that are capable of short-term, as well as long-term attainment.
- Phased approach – start with the most disadvantaged localities then build in others, particularly those showing evidence of being in a downward spiral, as the program matures.
- Localised targets linked to national frameworks and commitments.
- In addition to the formal structures and formal monitoring, the opportunity for participants to exchange information on initiatives being undertaken needs to be built into the overall system. This will facilitate mutual learning among members of the different local projects and maintain energy and enthusiasm.

Purpose

The Government's Social Inclusion Agenda recognises and responds to the geographic¹ or spatial² nature of social exclusion as identified in *Dropping off the edge*³ as well as that of individuals, families and groups.

The starting point for Australia's response to findings such as those presented in *Dropping off the edge* is the recognition that social exclusion is a reality in Australia. Despite a record period of economic growth some Australians still have poor outcomes in employment, income, housing, crime, health, disability, information access, and family breakdown.

Another key feature of social exclusion in Australia is that whole localities exhibit high levels of disadvantage in each of those areas. *Dropping off the edge* has identified localities where the spheres of disadvantage identified above are significantly concentrated. However it needs to be understood that social exclusion and disadvantage is not just about individuals, families, and groups (people) who are spread across the nation or are concentrated in a place. Social exclusion is also about the locations themselves (place).

There are locations that not only have greater concentrations of disadvantaged people but are also disadvantaged as places. As population centres they do not have the necessary economic, social and community infrastructure and services (including business, employment, housing, education, training, transport, health services, justice and policing) to support and enable the full participation of their residents.

In line with their approach to "localism" within regional development⁴, the Government has committed to responding to the geography of social exclusion and to directly work with those communities that have been historically disadvantaged or in which a new sense of community needs to be fostered. As a first step the Government has identified the need to undertake a spatial "stock take" of social exclusion. Working in partnership with State and Territory governments and building on the work of *Dropping off the edge*, the Government will identify communities in need; and which of these communities should be assisted first⁵.

This paper proposes that a comprehensive national response to disadvantage requires three concurrent streams of activity:

- trickle down benefits from ongoing economic prosperity;
- horizontally equitable programs focussed on key issues (such as health, education) ; and
- vertically equitable programs that focus on specific barriers or needs (such as homelessness, poor transport, poor infrastructure)⁶.

¹ The terms geographic area, geographic counting unit, localities, geographic community all refer to communities of location – an area that has defined boundaries. The boundaries could be drawn for postal, Local Government or ABS statistical purposes. In communities of location "people may or may not know each other, but share in a number of conditions of living or working" (ABS 2004 *Measuring Social Capital – An Australian Framework and Indicators*, ABS, Canberra, p.9)

² Throughout the document a distinction is made between individuals, families and groups of people living in a location and the location itself. When people live in one location it is a population centre. When we talk of the location itself it is a place that has infrastructure (e.g. energy grid, roads, housing, businesses, transport, shops, health services and schools) and environment features (e.g. rivers, green belts). Policies can be developed to address the issues of the people living in the location, or the location itself and its infrastructure, or both.

³ Vinson, T. 2007 *Dropping off the edge*, Jesuit Social Services & Catholic Social Services Australia.

⁴ Crean S. 2007 *Regional Development for a Sustainable Future*, Labor Election 07 Policy Document, www.kevin07.com.au

⁵ Gillard, J speech to Centre for Public Policy, Melbourne University 10 April 2007

⁶ See also Henry K 2007 Addressing Extreme Disadvantage Through Investment in Capability Development, AIHW Conference, Canberra 6 December 2007.

In the main the first two streams of activity are in place or have been identified for further work. The third policy-program stream (vertical equity) is not as well developed. Vertical equity responses are specific, targeted and offered according to unique local circumstances and the level of need. As such they are particularly applicable to locality disadvantage. The paper therefore focuses in particular on how a vertical equity response could be applied to disadvantaged localities. Commentators such as Ken Henry confirm the importance of developing human capital through vertical equity policies and programs⁷.

This paper emphasises the need to develop two separate but complementary policy and program agendas – those that target the disadvantaged individuals, families and groups within localities; but also the localities themselves. The paper concludes that development of local infrastructure, goods and services enable individuals, families and groups to capitalise on their newly developed human capital. The paper provides principles, processes and structures, at both national and local level, for specific interventions to address social exclusion in individual locations.

Practical Policy Messages From *Dropping off the edge*

Dropping off the edge indicates:

- the level of the most significant location-specific disadvantage is very deep but it is not very large and therefore is likely to be responsive to planned, staged and focussed location-based responses - some 75,000 people are living in the 27 most disadvantaged non-Indigenous localities. Many Indigenous geographic communities in the NT are also likely to be significantly disadvantaged and may add an additional 70 plus localities and a further 30,000 people to the policy challenge⁸;
- the areas of disadvantage will not go away – many of them have become entrenched and exhibit individual, family and group dimensions and patterns of living and standards of life in those locations that are likely to be passed on from one generation to the next for the foreseeable future⁹;
- The lives of the majority of residents of these localities are characterised by:
 - limited education,
 - deficient labour market credentials,
 - poor health and disabilities,
 - low individual and family income,
 - engagement in crime, and
 - lack of information retrieval and exchange skills;
- Without effective intervention the cost to the broader Australian community of sustained disadvantage will continue to grow in both social and economic terms. There will be ongoing and increasing: ill-health, relationship breakdowns, child maltreatment, and crime; and there will be escalating medical costs, family relationship and court costs, income security costs, and criminal justice and prison costs;

⁷ Ibid – Human capital development and the key role of education, pp.11-16

⁸ The geographic areas covered by NT data available to *Dropping off the edge* are too large to assess the level of disadvantage in individual Indigenous population centres but given the fact that the statistical regions they are in indicates that they are all significantly disadvantaged on a scale equivalent to the 27 non-Indigenous locations. The number of geographic communities and population are based on NT intervention data.

⁹ Rogan L. 2002 *Community Capacity Building – what can it offer Australians who are disadvantaged and excluded*, ACOSS, Australia, p.2.

- Economic and social participation which are valued by the broader community, are in part dependent on the cohesion and capabilities of local communities in which people live. Community building interventions that target community capabilities can bring about long term participation benefits; and
- Without an intervention that includes a focus on local economic participation and labour market readiness (including training), people of labour force age will remain an untapped resource in a time of a national labour and skill shortage¹⁰.

Support For Locality-Specific Interventions

Whilst some Australians experience alienation or social exclusion as a result of their race or disability, *Dropping off the edge*¹¹ demonstrates that social disadvantage and social exclusion also have a strong spatial dimension. Mapping of disadvantage confirms that such geographic disadvantage is also enduring, impacting on each new generation.

The UK's Social Exclusion Unit specifically recognises the role that geography plays in individuals' and families' outcomes, and expressed the importance of intervening and making improvements in these localities with the aim of the National Strategy for Neighbourhood Renewal being that "no-one should be seriously disadvantaged by where they live"¹².

Robson¹³ notes that deprivation is caused not only by the lack of personal resources but also by insufficient or unsatisfactory community infrastructure such as dilapidated schools, remotely sited shops, poor public transport networks and so on and that poor local economic and social infrastructure tends to reinforce and perpetuate poverty. Robson also concludes that resources which are available or which are lacking in the local community can affect how well an individual, family or group is able to manage in times of adversity. If the development of skills and capabilities (human capital) are not matched by local opportunities, including infrastructure, goods, services and a labour market, people are less likely to be able to capitalise on their capabilities and thrive economically and socially.

Forrest and Kearns describe how the local neighbourhood may be more important, relatively speaking, for people in low income areas than for people in more advantaged areas.

"Because of high unemployment, high levels of lone parenthood and perhaps a high number of poor pensioner households, residents of poor neighbourhoods spend more time in their local areas than do residents of wealthier neighbourhoods. Thus...the context effects of neighbourhoods may be particularly marked in the most disadvantaged areas"¹⁴.

Lupton and Power¹⁵ suggest that neighbourhoods contribute to social exclusion in three ways. Poor neighbourhoods have negative intrinsic characteristics (for example their location, housing stock and economic structure). This results in them secondly, losing out in the process of residential sorting and drawing in the least advantaged members of society.

¹⁰ Nicholson T. 2007 *A New Australian Model of Social Inclusion and Employment Services*, address to The Social and Economic Imperative: Tapping the Potential of Disadvantaged Australians Conference, Melbourne, 27 September 2007, p.4.

¹¹ Vinson, T 2007 *Dropping off the edge*, Jesuit Social Services, Richmond

¹² Social Exclusion Unit, *A New Commitment to Neighbourhood Renewal; National Strategy Action Plan*, 2001

¹³ Robson, B. 1995 in Room, G.J. Social exclusion, solidarity and the challenge of globalization, *International Journal of Social Welfare*, 1999: 8: 166-174.

¹⁴ Forrest and Kearns 2001 in Lupton, R. (2003) *"Neighbourhood Effects": Can we measure them and does it matter?* CASEpaper73, London: CASE, London School of Economics p10.

¹⁵ Lupton, R. & Power, A. 2002 *Understanding Social Exclusion* CASE brief 23, London: CASE, London School of Economics

Thirdly, the long term concentration of disadvantage can create further problems such as poor environments, services and facilities and high crime.

Power¹⁶ indicates that the problems within disadvantaged neighbourhoods often have their origins in broader trends that concentrate the least advantaged people in the least advantaged areas – economic restructuring, counter-urbanisation, changing housing demands, rising inequality and international population movements and as a result, need to be responded to on many levels.

The disadvantages experienced by individuals in these localities need to be addressed using different approaches. Policies need to be differentiated and firmly based on tackling root causes of spatial variations in poverty and social and economic exclusion. Strategies based principally on managing the problems are unlikely to be successful.

Location-specific programs can be described as those that are delivered locally, within limited and defined geographic boundaries, and in addition to mainstream interventions¹⁷.

Research such as McCulloch's¹⁸ in the UK has investigated the effects of neighbourhoods on outcomes for individuals and has attempted to determine the value of area-based initiatives. McCulloch argues that "the underlying rationale of area-based policies is that concentrations of deprivation give rise to problems greater than the sum of the parts"; and that only when it can be demonstrated that neighbourhood problems are attributable to the composition of residents and their attributes, "people rather than areas should be targeted"¹⁹.

Thus, for example, if poor housing or a high level of crime had no impact on individual outcomes such as health; or if the lack of local businesses or enterprises had no impact on low skilled workers dropping out of the labour market, there would be no justification for additional healthy living programs or programs to encourage labour market attachment.

Smith²⁰ listed a number of reasons for targeting initiatives at particular places, related to equity and to effectiveness including:

- Increasing polarisation gives a political and social justification for intervention;
- Spatial concentration of problems makes area-based programmes an efficient way of targeting resources. It makes sense to operate programs in areas where there are large numbers of eligible clients;
- Focussing activity can make more impact than dissipating it;
- Area-targeted programs can more easily adopt a bottom-up approach which can result in more efficient identification of problems and delivery of solutions;
- Local programs may lead to increased confidence and capacity to participate in the community; and
- Area-based programs may be used as pilots to inform changes in delivery of mainstream programs.

¹⁶ Power A 2003 *Poverty Street* CASE brief 25 London: CASE, London School of Economics

¹⁷ Lupton, R. 2003 "Neighborhood Effects": *Can we measure them and does it matter?* CASEpaper73, London: CASE, London School of Economics p15.

¹⁸ McCulloch, A 2001 Ward-level deprivation and individuals social and economic outcomes in the British Household Panel Study, *Environment & Planning*, 33: 667-684

¹⁹ Ibid pp.667-668

²⁰ Smith, G.R. 1999 *Area-based initiatives: the rationale and options for area targeting*. CASEpaper25, London: CASE, London School of Economics.

Shokoff and Phillips (in Lupton 2003) also note that “because of their efficiency, neighbourhood-level interventions can be cost-effective even in the context of a small amount of explained area effect”²¹.

A key determination for policy developers then is whether there is value in targeting locations per se or simply the individuals who reside in them. Evidence emerging from the UK, Scotland & Ireland in particular suggests that benefits do accrue when localities themselves are the target of interventions (place policies and programs) in addition to the individuals who reside in them (people policies and programs).

Locality-specific interventions with an emphasis on renewal and development of the urban environment, public spaces, housing, transport systems and business in combination with policies and programs targeted at individuals living in these disadvantaged localities and facing social exclusion in different spheres of their life, and appear to offer the best opportunity for positive and lasting improvements.

Why Governments Respond to Disadvantage

Governments recognise that at times whole localities can experience significant disadvantage. This can be brought on by natural disaster, loss of industry, outward population migration, inward population migration, and/or poor urban planning. The disadvantage can be short and sharp as in the case of natural disasters but can also be long term and entrenched. Governments implement ‘whole-of-location’²² policies and programs in significantly disadvantaged locations when they recognise that the locality lacks capacity (eg. spirit, leadership), capabilities (eg. skills, training, education) and opportunities (eg. labour market, community and business infrastructure) and is unlikely to be able to respond and become strong without some injection of external capital (financial, physical and human).

The residents of such locations are usually highly dependent on both generic (eg. health, education, justice) and specific (eg. income support, job placement) government programs and are not usually firmly attached to a strong labour market.

Governments provide a range of general goods and services that are considered essential in a civil society and which are not likely to be provided equally through market processes. Governments also step in and intervene more specifically where some citizens are not able to access the goods and services that enable them to participate in society and have a reasonable standard of living comparable to the majority of the national community. Most government policy and program responses focus on individuals, families and target groups; and in the main, governments prefer their intervention to be infrequent and light.

²¹ Lupton, R. 2003 “*Neighborhood Effects*”: *Can we measure them and does it matter?* CASEpaper73, London: CASE, London School of Economics p15.

²² The term ‘whole-of-location’ is used in this paper to refer to an approach that addresses the challenging characteristics of a whole location (sometimes referred to as geographic community) as well as focusing on the individuals, families or groups that are struggling and not fully participating in that location. The ‘whole-of-location’ approach recognises that for individuals, families and groups to thrive localities need to have the necessary socio-economic infrastructure (including business, employment, housing, education and training, and justice) services that support full participation.

How Governments Respond to Disadvantage

Assuming governments seek to renew²³ disadvantaged locations, the key elements of a whole-of-location policy response to entrenched disadvantage has timing, policy and program dimensions.

Timing

- Short term interventions: communities of locality with severe and entrenched disadvantage often require an initial short and sharp external intervention that delivers or ensures that the basic economic, social infrastructure and support services of a civil society (eg. businesses, employment, food outlets, housing, schools, training facilities, banking, policing, health, recreation, relationship services) are in place to instil confidence and kick start the change process;
- Long term interventions: to create sustainable change, that not only delivers social and economic participation but also social engagement and social capital, requires a long term community based participative recovery process that builds on local assets and is supported by a long term resource commitment. As Tony Blair noted “reversing years of decline requires long-term investment and new ways of working”²⁴; and
- Prevention and early intervention approaches: in addition to actions (both short and long term) begun now, prevention and early intervention strategies are necessary to overcome long term multigenerational issues. Investment in early childhood development pays significant dividends in the long term and helps overcome intergenerational disadvantage; however the results are not fully seen in the short-medium term.

Policy approaches

At a higher policy level governments could choose to intervene and respond to individual and locality social exclusion by using the following broad policy approaches:

- Trickle down effect – where strong economic and labour market settings encourage and enable the participation of many in the economic and infrastructure benefits that flow. For example, high speed Broadband capacity becoming available for 98% of Australia.
- Horizontal or universal approaches – whereby all individuals or members of a group receive goods and/or services. For example access to universal pre-school for all 4-year-olds, the provision of a computer to all senior high school students.
- Vertical equity approaches – where individuals or localities are particularly targeted and provide with additional infrastructure, goods or services to reduce the gap between themselves and the rest of the community. For example 600 new houses and units for homeless people.

The success of the trickle down approach depends on continued economic prosperity achieved in part by government fiscal policies; and the ability of individuals, groups and locations to tap into the economic growth of the nation. The Australian experience is that

²³ Whole-of-location responses don't always aim to build or rebuild disadvantaged locations. Where a geographic location is on the way down because of a combination of factors (e.g. outward population migration and loss of industry) then the focus could be on transition – working with the whole location to wind it up to the point it is no longer a recognised population centre, no longer a geographic community.

²⁴ UK Government, 2001 Foreword, *The National Strategy for Neighbourhood Renewal*.

whilst most citizens benefit from economic growth not all will benefit equally and there are still significant concentrations of disadvantage in some locations.²⁵

Trickle down policy is usually complemented by horizontal policies and programs in areas that are key to economic and social participation. Such policies give equitable access to some economic and social goods and services (eg. tax rebates or incentives, education, training, health, housing, job placement, income support, childcare). All members of society get a fair share based on the same assessment criteria.

However, horizontal or universal policies are not usually need-based and those in greatest need don't always get enough or what is required to address the level or specific nature of exclusion barriers. Vertical equity policies accept that inter-related barriers create and maintain certain aspects of economic and social exclusion for certain individuals, groups or locations and therefore require specific, targeted yet flexible individual, family and location focused programs. Vertical equity policies that focus on localities tend to be developed along two separate but complementary lines – those that target the development of disadvantaged individuals, families and groups within localities; but also developing the localities themselves (e.g. community renewal). The UK National Strategy for Neighbourhood Renewal was developed in recognition that people focussed programs need to be complemented by place focussed programs and these are best implemented concurrently²⁶.

A comprehensive national approach to disadvantage generally incorporates all three policy approaches as elements of a national policy framework and development plan. Governments in the UK, Ireland²⁷ and Scotland have all adopted social inclusion (this includes full economic and social participation) as the integrating framework for their nation's economic and social development and to address disadvantage be it individual, family or community (a specific location or groups that share characteristics).

In each of these countries a range of goals and indicators of inclusion are set to measure the effectiveness of government policies and programs. *Attachment A* provides an example of possible aims, objectives and targets of a national locality-specific response in Australia, based on spheres of significant disadvantage such as those identified in *Dropping off the edge* and the seven development platforms identified by Ken Henry²⁸.

Program approaches

In high level terms program responses²⁹ to severely disadvantaged localities tend to include different combinations of the following approaches to address different circumstances and different points in time of different locations:

- Short-term Intervention approaches are used when a locality is experiencing some form of disaster - usually physical (eg. cyclone Larry response) but it can also be social (eg. Macquarie Fields community crisis). External resources (financial, physical and human) are usually requested and managed by a single authority figure, using a single process at a single point in time. The interventions tend to be top down and address

²⁵ Victoria Department of Human Services 2003 *Neighbourhood Renewal – Growing Victoria Together* (brochure), p.2.

²⁶ UK 2001 *The National Strategy for Neighbourhood Renewal*,

²⁷ See ACOSS 2007 *Future of the Sector*, ACOSS, November 2007, pp. 23-45 for a more detailed overview of UK and Ireland's social inclusion approaches.

²⁸ Henry K 2007 Addressing Extreme Disadvantage Through Investment in Capability Development, AIHW Conference, Canberra 6 December 2007, pp. 13-15.

²⁹ This section of the document is based on a review of disadvantaged locality program responses in Ireland, New Zealand, UK, Canada and US.

the immediate physical (eg. food, shelter, water energy), emotional (eg. counselling) and safety (eg policing) needs of the residents.

- Critical infrastructure development programs (CIDPs) recognise that localities require basic economic, social and environmental goods and services if the residents are to have any chance of social inclusion. CIDPs ensure residents have access to housing, energy, water, policing, banking, food supplies, health, and education in a form comparable to the broader community. For example, Ireland's Local Development and Social Inclusion Program and Rebuilding Areas by Planning, Investment and Development; and also Victoria's Neighbourhood Renewal Program. In the first instance such programs ensure that horizontal equity mainstream programs are actually delivering in the location; and where necessary complement and add on to these mainstream programs with vertical equity initiatives that address specific barriers to infrastructure development in the identified locality. These development programs can be administered using a top down or community partnership approach. Local community based partnership approaches give residents more say and are likely to result in more permanent change and a better fit with overall location development plan.
- Issue-based approaches focus on a disadvantaged group such as the youth, or an issue such as vandalism or drug abuse in the locality. Their use and success usually depends on clarity of the issue and it being amenable to a tested intervention. The response is often single program, managed by one owner, and delivered via a contracted service provider. Issue-based programs can also incorporate coordinated approaches.
- Coordinated structures and processes are more commonly used to manage the program efforts and resources of a range of government, or programs, or social services to achieve a better fit to the issues and a more cost effective use of resources (eg. SA Social Inclusion Initiative, Victorian Neighbourhood Renewal, COAG Indigenous Community Coordination Projects). The approach attempts to address the challenge of dealing with a multiplicity of agencies and program silos that have their own planning, processes, timelines, and program and resource ownership and reporting. It attempts to use a single plan to mesh or knit together the different program resource streams. Most coordinated approaches struggle to overcome the silo mentality and action of agencies that maintain ownership of their programs and resources; and because of timing and ownership issues often fail to deliver on whole of group or whole of location plans and goals³⁰. Most coordinated approaches are not owned by or operated out of the geographic community and most are based on meetings of bureaucrats. The efforts in South Australia regarding disadvantaged Reference groups (eg. Drugs Reference) is a good example of combined issues-based and coordinated approaches³¹. SA has taken significant steps to identify and address the challenges of coordinating the effort of a range of agencies and services both in terms of working together in responding to a Reference group and in particular responding to that group within a locality. The recent Rapid Appraisal Case Study of South Australia's Social Inclusion Initiative however suggests that the coordination of bureaucratic agencies and programs at a state level has begun, but has not worked as well as might have been hoped³². Victoria has indicated that to make the coordination

³⁰ Newman L. et al 2007 *A Rapid Appraisal Case Study of South Australia's Social Inclusion Initiative*, prepared for Social Inclusion Knowledge Network of the Commission on Social Determinants of Health, pp. 59-62

³¹ Newman L. et al 2007 *A Rapid Appraisal Case Study of South Australia's Social Inclusion Initiative*, prepared for Social Inclusion Knowledge Network of the Commission on Social Determinants of Health, p. 20.

³² Newman L. et al 2007 *A Rapid Appraisal Case Study of South Australia's Social Inclusion Initiative*, prepared for Social Inclusion Knowledge Network of the Commission on Social Determinants of Health, pp.59-62.

of “joined up” and “whole-of-government” approach in its Neighbourhood Renewal work requires local committees and local project teams³³.

- Integrated locality development approaches are similar in some aspects to coordinated approaches in that all parties agree to work to develop one whole of locality plan and responses that addresses all the key issues and their interdependencies using one agreed decision making structure and set of processes. However a truly integrated approach differs from coordinated approaches in that program and resource owners usually hand planning, decision making, and implementation regarding vertical equity programs to a single authority. This authority could be owned and answerable to the range of agencies and operate in a top down ‘place management’ manner; or it could be group that operates in a partnership and bottom up manner (eg. Ireland’s Community Development Boards, The UK’s new Deal for Communities Partnerships, Sure Start’s Partnership Boards and Scotland’s Community Planning Partnerships). The integrated locality development effort usually operates in a ‘whole-of-locality’ manner that complements mainstream effort.
- Community development can be used as an independent approach, as a subset of the coordinated or integrated approaches, or its principles can underpin other approaches such as the integrated whole-of-locality development that uses a local action group as the basis for planning and decision making. The focus of community development is the engagement of community individuals and families, the development of networks and capability and the delivery of outputs and outcomes (eg Ireland’s Community Development Program). Community development can focus on a community of location or community of interest. It often operates out of a central identifiable facility within the community (eg Ireland’s Community Development Resource Centres or Victoria’s Neighbourhood Centres).

Program responses can differ on a range of other factors including:

- Placing different levels of emphasis on the participation of local residents³⁴:
 - external and top down where local residents are simply service users; or
 - community participation to develop local capacity and capabilities.
- Starting points of responses can send different messages regarding human dignity and respect:
 - problem identification – locations are perceived to be problems and so are their residents;
 - locality strengths and assets – the locality and its people have a positive foundation to build on³⁵; or
 - needs in comparison to the broader national community – additional resources are justified to enable equitable participation.
- Different timeframes:
 - short sharp crisis intervention (including mediation where there is community tension or mistrust (3-6 months);
 - early development of essential economic, social and environmental infrastructure (12-24 months);

³³ Victorian Government *Neighbourhood Renewal* (brochure) p.2

³⁴ Arnstein, S R 1969, A Ladder of Citizen Participation, *Journal of American Institute of Planners*, 35:4 pp216-224

³⁵ Kretzmann, J. P. & McKnight, J.L. 1993, *Building Communities from the Inside Out: A Path towards finding and mobilising community assets*, ACTA Publications, Chicago

- medium term planning and resources (2-10 years); or
- long term planning and resources commitment (10-20 years)³⁶.

How the Government Could Respond

As indicated throughout this paper a response to the location focus of *Dropping off the edge* needs to form part of a broader Australian social inclusion policy framework³⁷. The goal of the social inclusion policy framework as articulated by the Government³⁸ is to enable individuals and families, through developed personal capacity and through access to employment and services, to play a full role in Australian life, in economic, social, psychological and political terms.

Such a national framework, and associated national plan, would be used to build the appropriate working partnerships and structures with states/territories and Local Government as well as community based and the not-for-profit sector that make up the social economy in Australia. The structures will include a broad consultative, advisory and monitoring Social Inclusion Board; and an administrative Social Inclusion Unit in the Prime Minister's Department, and Social Inclusion Plans³⁹.

Social inclusion programs (including employment, mental health and disability, early childhood and parenting, housing and closing the digital divide)⁴⁰ based on the policy framework would address individual, family and group social exclusion; and could be tailored across the spectrum of high, medium and low disadvantage and include trickle down, horizontal and vertical equity approaches. However, such programs do not necessarily directly address the locality dimensions of social exclusion.

The Government intends to base much of its approach on the UK, Ireland, Victoria and South Australia's social inclusion successes. Evaluations of all these initiatives offers much by way of what works and the best structures and processes to use to achieve social inclusion goals in disadvantaged localities. Drawing on the evaluation information would see an approach combining locality-specific interventions (with an emphasis on renewal and development of the urban environment, public spaces, housing, transport systems and business); and policies and programs (such as health services, training, early childhood, labour market attachment, education) targeted at improving social inclusion for individuals living in disadvantaged localities. That is, using both people and place policies and programs.

In Australia, Victoria's Neighbourhood Renewal program focuses on six objectives in the 15 most disadvantaged locations and has led the way on responding with an approach that attempts to focus on the location as a whole. The focus is on people in the location but is also meant to be about the place itself (e.g. housing infrastructure). As indicated earlier it attempts to take a whole-of-government approach to the needs of the local defined community (neighbourhood). It has attempted to address the challenges of coordination using both a local committee and a local project team. These structures have gone some way to addressing the silo effect of agencies and programs. South Australia's Social Inclusion Initiative has taken more of a people and issues approach. The focus of the Initiative has

³⁶ US Dept of Agriculture Community Development Programs, *Community Empowerment Keys to Success*, www.ocdweb.sc.egov.usda.gov/technotes/tn2.pdf, see also Sure Start and Communities of Scotland.

³⁷ Nicholson T. 2007 *Social Inclusion the path to prosperity*, The Australian Friday 23 November 2007, p.16; ACOSS 2007 *Future of the Sector*, ACOSS, November 2007, pp. 23-45.

³⁸ Gillard J. and Wong P. 2007 *An Australian Social Inclusion Agenda*, Labor Election 2007, www.kevin07.com.au, pp.1-2

³⁹ Ibid pp.5-6

⁴⁰ Ibid pp.7-9

been on Social Inclusion References such as people from specific populations (e.g. Aboriginal and young people), people facing particular issues (e.g. drugs, mental illness) and people living in disadvantaged areas. The focus on disadvantaged areas is about responding to the people and issues in the locations but not necessarily the locations in themselves. The SA Initiative appears to be challenged by the ongoing silo mentality of agencies. The recent rapid appraisal suggests that SA will be considering alternative structures and processes to address the coordination and collaboration issues.

How Locality-Specific Interventions Might Operate Nationally

Social inclusion agenda

The comprehensive social inclusion agenda and national plan for Australia would most likely articulate a commitment to a concurrent and complementary three pronged policy approach (trickle down, horizontal and vertical equity policies and programs) to address disadvantage and social exclusion.

To address the disadvantage of location, as distinct from the disadvantage of individuals, families and groups in locations, the social inclusion agenda could include both individual, family and group-specific vertical equity policies and programs and location-specific vertical equity policies and programs. That is, policies and programs for people; as well as policies and programs for place. As indicated in other parts of this paper implementing concurrently programs that focus on the capabilities and opportunities of individuals-families-groups in localities and the localities themselves achieve the best and most lasting outcomes. Given that socially inclusive universal and specific programs that focus on individuals-families-groups already exist or are under development, a vertical equity proposal to address the place-specific characteristics of disadvantaged locations is put forward in the final section of this paper.

Attachment B provides an overview of a possible Australian Social Inclusion Agenda's structure and identifies two distinct but interrelated policy streams – people and place.

Principles^{41 42 43}

Based on evaluations and reviews in Scotland and the UK, the following principles have helped form the basis of successful disadvantaged locality interventions:

- Long term investment with ten year horizons to identify, respond, monitor and evaluate on the many levels. "Last long enough to make a real difference".
- Locally driven by new efficient governance structures at the local level
- A strong commitment to community engagement and asset-based development
- Working in partnership with agencies nationally & locally
- Integrating people and place policies
- One size does not fit all (localities can be on the way up or way down, outer metro, inner urban)

⁴¹ Centre for Regional Economic and Social Research, Sheffield Hallam University 2005, *New Deal for Communities 2001-2005: An Interim Evaluation*

⁴² Communities Scotland, 2002, Precis 11, *Community regeneration and neighbourhood renewal: a review of the evidence*

⁴³ Sure Start, UK

- Non stigmatising – focus on the area but include everybody in it
- Multifaceted – needing to deal with multiple issues and levels
- Phased approach – start with some key communities then build in others as the programme matures
- Flexibility to develop unique, locality-specific responses and the capacity to adapt and modify them as circumstances change
- Localised targets linked to national frameworks and commitments.

Institutional arrangements and processes

The establishment and resourcing of a national **Social Inclusion Unit (SIU)** such as has been proposed in the Department of Prime Minister & Cabinet, is a key initial step in advancing the agenda. It will be important for departments to develop processes and structures that link the departments to their secondees in the SIU and with each other.

In establishing its cross-portfolio credentials and in recognition of the multi-faceted nature of social exclusion there would be value in the SIU being staffed by high level and respected individuals seconded from key Australian Government departments such as: Treasury; Health and Ageing; Education, Employment and Workplace Relations; Infrastructure, Transport, Regional Development and Local Government, Families, Housing, Community Services and Indigenous Affairs; Human Services; Broadband, Communications and the Digital Economy; and the ABS. Such an arrangement would ensure that the broad nature of social inclusion and its implications for all government departments and their policies and programs is embedded and shared across agencies.

Given the importance of place, and the clear evidence to support intervening in disadvantaged localities, the SIU could have as part of its strategic vision and/or planning a stream of work that is dedicated to locality-specific initiatives. This stream of work, possibly called Leading Nationally-Responding Locally (LNRL), could incorporate aspects of community renewal within the targeted localities. Details of LNRL are proposed in the final section of this paper.

Building on the desire “to stop the blame game” and develop new governance arrangements and partnerships with state/territory and Local Governments, the SIU could also second staff from one or more state/territory governments, and Local Government to encourage an understanding of their perspectives and as avenue for sharing knowledge and information and agreeing cooperative arrangements. Such an arrangement would reflect Australia’s three tiers of government and allow for a more collaborative approach to adopting what has worked in UK, Ireland, SA and Victoria. Having Local Government representation places locality and localism at the heart of the LNRL initiative within the Social Inclusion Agenda. A willingness to also incorporate staff from the social economy sector and the research community (similar to SureStart in the UK) would again strengthen the SIU’s position as an evidence-based and community-focused institution. A staff exchange program and collaborative research and evaluation initiatives could also strengthen relationships, the evidence base and the effective implementation of policies and programs.

The Commonwealth-State/Territory representation on the SIU could be supported by a COAG commitment to the social inclusion agenda, national plan and high level objectives and outcomes.

In summary:

- Establish the SIU in PM&C
- Staff with secondees from key departments
- Establish a locality-specific policy & program stream of work
- Second staff from S/T and Local Governments
- Staff secondments and exchanges from the social economy sector and the research community
- Get Social Inclusion on the COAG agenda

The Government has announced the establishment of a **Social Inclusion Board (SIB)** – an advisory body “which will be required to consult widely and provide views and advice on various aspects of social inclusion, including who should be targeted, how this can be achieved, how communities will be engaged and ongoing review of what is and what is not working”⁴⁴. The SIB’s task will also be “to advise the Government on what, how and where our major social investment efforts must begin, feeding into the operations of a new Social Inclusion Unit”⁴⁵. The SIB could also play a significant role in monitoring and evaluating the development and implementation of policies and programs.

Given the importance of responding to the most disadvantaged areas, the SIB could be given, as part of its terms of reference, a reference to “investigate and advise on locality-specific initiatives to reduce social exclusion”. The SIB could also be tasked with overseeing and monitoring the locality-specific initiatives, visiting the sites and sharing best practice.

In summary:

- Terms of Reference for the SIB include the provision of advice on locality-specific initiatives to reduce social exclusion
- SIB monitors locality-specific initiatives

To effectively translate a Social Inclusion Agenda to the lives of individuals in disadvantaged localities, **new dedicated place-based governance arrangements** need to be created to drive forward the locality specific programs (e.g. infrastructure development, housing development, business development)⁴⁶ and ensure these are fully integrated with national universal (e.g. pre-school for all 4 year olds, the provision of a computer to all senior high school students) and specific (e.g. 600 new houses and units for homeless people) individual-family-group programs.

These new dedicated place-based bodies, local **Social Inclusion Action Partnerships (SIAP)**, would bring together business, Local Government, non government organisations, state and federal expertise and funding in the most effective way, to develop disadvantaged communities.

Different models could be considered for these partnerships. For example they could be established as not for profit companies with a Managing Director and have responsibility to deliver the targets or commitments locally. They could develop local plans to help meet the targets or commitments and then if they are successful, receive a bonus. This bonus would

⁴⁴ An Australian Social Inclusion Agenda, ALP Election 07 Policy document

⁴⁵ Gillard, J speech to ACOSS National Annual Conference, Adelaide 22 November 2007

⁴⁶ NDC Interim Evaluation Ch2 in Exec Summary

then be made available to the company to invest in the local community⁴⁷. They could also be given access to dedicated locality funds to respond to smaller scale but pivotal projects, in addition to better targeted and integrated mainstream funding programs. Ireland's RAPID program provides a model for this funding arrangement.⁴⁸

In summary:

- SIAPs have broad local representation
- SIAPs have a high profile and respected Chair
- SIAPs employ a Managing Director and staff to integrate social inclusion initiatives at the local level
- SIAPs could be not-for-profit companies responsible for delivering targets

These bodies would be established in identified disadvantaged localities and responsible for developing the **Local Social Inclusion Plan (LSIP)**. These would vary from locality to locality and include clear targets, clear benchmarks, ongoing measurement, data collection and the roles and responsibilities of all parties. The local initiatives would be tied to and developed in the context of the national Social Inclusion framework.

In summary:

- LSIPs vary from locality to locality
- LSIPs include targets linked to national frameworks, objectives and evaluation
- LSIPs identify the roles and responsibilities of all parties

Given that many disadvantaged localities are characterised by significant disadvantage in areas such as education, labour market credentials and information access and exchange skills it is reasonable to expect that a number of the SIAPs would want to access expertise to assist with planning, development and implementation particularly if this work includes equitable development including social enterprises and housing. It could be useful to establish a not-for-profit **Social Inclusion Technical Support Network (SITSN)** along the lines of Policylink⁴⁹ that operates in the US. Policylink is a National Research and Action Institute that aims to address economic and social equity by promoting what works. Policylink makes people and tools available to address a range of community issues.

In summary:

- The SITSN provides expertise, tools and 'how to' guides for local communities and partnerships to drive social inclusion at the local level
- The SITSN could act as a clearing house for best practice on locality-specific initiatives

⁴⁷ See www.pobal.ie/live/ldsip in Ireland local partnerships are established and can vary in size. There are 38 Area-based Partnerships, 30 Community Partnerships and 2 Employment Pacts.

⁴⁸ See www.pobal.ie/live/rapid

⁴⁹ [www.Policylink.org/equitable development/tools.html](http://www.Policylink.org/equitable%20development/tools.html)

Data

England, Ireland, Scotland and New Zealand have all developed an Index of Multiple Deprivation, although it is called something slightly different in each country. These indices capture a multiplicity of indicators of disadvantage and report them at local levels, with the capacity to show where disadvantage is spatially concentrated.

In Australia, we have *Dropping off the edge*'s work on geographic disadvantage and the more recent work of the Social Policy Research Centre and key social welfare agencies⁵⁰ where they seek to develop indicators of poverty, deprivation and social exclusion.

This work could be developed further to create an **Australian Index of Disadvantage** which would provide one means of measuring progress in disadvantaged localities and identifying any reductions in inequalities across localities.

The Social Inclusion Unit could be responsible for developing, maintaining and updating the Index. The Index would be used to help identify localities in greatest need of intervention and over time, could be used as an early intervention tool to identify localities on the brink and providing guidance about where to intervene before things reach a crisis point.

In summary:

- An Australian Index of Disadvantage could be developed to identify areas of disadvantage and to measure progress.
- The work of *Dropping off the edge* and the SPRC and key social welfare agencies provide a basis for development of this Index.

Whilst many important national statistics are available at a number of small collection levels, the Australian Bureau of Statistics is organised more around subject matter (for example population, labour market, social policy) than around locality. To help effectively pursue locality-specific responses, the ABS could establish a **Locality Statistics Unit and Network (LSU)**. Similar to the Neighbourhood Statistic Service in the UK, this group would gather and provide expert advice on small unit/local level indicators and strategies for collection, analysis and distribution, enabling the identification of problems and trends at a smaller spatial scale than was previously possible. It could also establish relationships with State/Territory and Local Government data collections to build the most comprehensive locality-based databases.

The LSU would be organised along locality lines and be able to provide demographic information, track mobility patterns between localities, observe the impact of economic restructuring locally and so on.

This Unit could be responsible for collecting and tracking target and/or commitment data in the disadvantaged localities (identified using the Australian Index of Disadvantage) and providing these to the Social Inclusion Unit, Social Inclusion Board and providing planning data to the local Social Inclusion Action Partnerships for planning purposes.

The Unit could harmonise the existing data sets that are available and report them systematically.

⁵⁰ Saunders P., Nardoo Y. and Griffiths M. 2007 *Towards New Indicators of Disadvantage: Deprivation and Social Exclusion in Australia*, SPRC, UNSW (with the assistance of ACOSS, Mission Australia, Anglicare & the Brotherhood of St Laurence).

The Unit could also be responsible for longitudinal data about disadvantaged localities. Such data could be useful in developing locality typography to help guide and determine intervention strategies. That is, used in conjunction with information from an Index of Disadvantage, it could enable disadvantaged localities to be categorised by way of certain characteristics for example size, location, economic prospects and community assets to help determine which interventions were most appropriate.

Such data could also be used, again in conjunction with an Index of Disadvantage, to measure over time if localities were on the way up and just needed a small injection; on the way down and needing significant investment to prevent them plummeting; or in a holding pattern that required new strategies and approaches. For examples of community economic assessment and categorisation in Canadian First Nations communities see Syntolis (2005)⁵¹. Richardson & Mumford also highlight the need for differentiated interventions, and understanding when to intervene early “where social infrastructure comes under great pressure, ways must be found to bolster it before it begins to unravel⁵². Lupton & Power⁵³ confirmed the need for differentiated intervention by identifying that different neighbourhoods may be changing in different directions, and experiencing different population, economic and housing shifts.

In summary:

- Creating a focus within the ABS for locality-based statistics would enhance capacity to respond effectively.
- Such data would provide longitudinal evidence of the impact of interventions, contribute to evaluations and help develop typographies of disadvantaged localities.

Monitoring

The Social Inclusion Unit (SIU), Social Inclusion Board (SIB) and the Social Inclusion Action Partnerships (SIAPs) could all play important roles in monitoring progress in disadvantaged localities.

The SIU could primarily be responsible for managing the processes associated with reporting for example disseminating the targets or commitments (such as the examples provided at *Attachment A*), establishing the reporting framework and timeframes, coordinating the portfolio responses, and collating the input into a report. Reports would be provided to government and could then be published on the SIU website.

The SIB could have a key role in considering the reports and providing advice on possible changes or enhancements to the process. The SIB could also be an independent voice to indicate if progress is satisfactory or not.

The Social Inclusion Action Partnerships could provide data on the implementation of local LSIP achievements against targets, and details of what works and what doesn't at the local level.

⁵¹ Syntolis Strategic Consulting 2005 *The Strategically Positioned First Nation*. p22

⁵² Richardson, L. & Mumford, K. in Lupton, R. & Power, A. 2002 *Understanding Social Exclusion* CASEbrief 23, London:CASE, London School of Economics.

⁵³ Lupton, R. & Power, A. 2004 *What we know about neighbourhood change: a literature review* CASEreport27, London: CASE, London School of Economics

In summary:

- Local SIAP provide data on achievements
- The SIU provides the reporting framework and develops reports
- The SIB monitors progress
- Results are published on the SIU website

Evaluation

A **national evaluation** of the effectiveness of the interventions should be established at the same time as programs are being developed and implemented. The national evaluation could be undertaken by an academic institution or consortium and should use a range of approaches for example quantitative data collection, in-depth analysis of a sample of localities, surveys of individuals within localities, case studies and lessons learnt on what works and what doesn't. The evaluation plan would cover different phases of development over a 10-15 year period.

Results of the evaluations should be made available at key points or regular intervals during the life of the initiative. It is expected that the initial evaluation, say after 12-18 months, would be a implementation review that focuses on the administrative set-up, roll out of the national and local structures and processes (eg SIU, SIB, SIAPs) and the development of Local Social Inclusion Plans. The first evaluation of achievements, say after 18-30 months, would most likely focus on some high level tangible programs such as roll out of computers to schools, any essential local economic or social infrastructure achievements (e.g. community hub or centre, adequate policing, health services, public transport). It is expected that the changes in the living standards or individuals, families and groups is likely to take longer so the first evaluation regarding education, labour market credentials etc could be measured say at the 36-48 month point.

The national evaluation would be supported by **local evaluations** of each of the interventions within a locality; and of the locality as a whole as part of the Local Social Inclusion Plan. Results of local evaluations should be made available at key points or regular intervals during the life of the initiative.

In particular the local evaluations could develop promising practice profiles in key areas of successful practice – for example partnerships and joined up activities at the local level. Linked to these could be the development of “How to...” guides that could help localities to do things without having to re-invent the wheel. If the Social Inclusion Technical Support Network was linked into the evaluation it could progressively develop best practice tools and guides based on what does and doesn't work. It could operate a clearing house or centre for what works on behalf of the Social Inclusion Unit. It may also identify potential savings as it could reduce spending on ineffective or poorly targeted programs.

The evaluation models of SureStart and the New Deal for Communities in the UK both offer excellent examples of thorough and linked local and national evaluations as well as demonstrating openness and sharing of findings.

The intended scope of activities of the proposed administrative structure is of the utmost social importance. So much so that the utility of the measures taken deserve to be subject to the most searching appraisal. The managers of the SureStart project in England have reported that the participation of the Treasury in the continual appraisal of their project has been critical and has applied standard criteria of productiveness. There is neither the appearance nor reality of a 'softer' approach being employed: the task is a serious one and the monitoring of

the social investment in it matches that seriousness. If anything, the appraisal of SureStart has erred on the side of severity but such an approach would add rigour - blending a Treasury perspective with more specialist social judgement, in the monitoring of the proposed scheme.

In summary:

- National & Local Evaluation are linked and integrated.
- National Evaluation done by a research centre or consortium
- National Evaluation uses a combination of methodologies
- Results are regularly published
- Local Evaluations could establish promising practice profiles of what works locally
- Treasury to have an integral role in key aspects of evaluation

How Locality Specific Interventions Might Operate Locally

A proposed program, **Leading Nationally – Responding Locally Program (LNRLP)**,⁵⁴ would address the specific socio-economic characteristics of individual disadvantaged locations in a ‘whole-of-location’ manner.

LNRLP would be a specific social inclusion program that would be underpinned by vertical equity principles and would complement the Government’s individual, family, group social inclusion programs (both horizontal and vertical). Given the collaborative nature of the national social inclusion structures and processes, LNRLP could be initiated, led and supported by the Australian Government and could, in the first instance, address the locality based social inclusion experienced by 27 of the most disadvantaged localities identified in *Dropping off the edge*.⁵⁵ The program’s principles and processes could also underpin the ongoing involvement in disadvantaged Indigenous geographic communities in the NT.

Key features of the LNRLP could include:

- Support for the establishment of local Social Inclusion Action Partnerships (SIAP). The SIAP would be a dedicated locality specific planning, decision making, and implementation partnership (action group) whose membership would include: relevant Australian, state/territory and Local Government agencies; community⁵⁶ based services; local business; locality residents; and relevant key experts or resource people. Making each local SIAP a not-for-profit company could give them more power and status. Each SIAP would employ a Managing Director (where possible a local person or someone recognised and respected in the local area) and also seek to have a high profile and locally recognised and respected Chair.
- The SIAP is not a coordinating group. It would have two main functions: to advise the SIU and SIB how mainstream and universal resources need to be deployed in the

⁵⁴ “**Building social inclusion in localities on the edge**” is the suggested sub-title for the Leading Nationally-Responding Locally (LN-RL) Program.

⁵⁵ In the first instance the LN-RL Program would be targeted to the 27 most disadvantaged localities identified by both Approaches 1 & 2 in *Dropping off the edge*. However the 55 localities identified as Band 1 disadvantaged localities could all be included in the Program as could the 70 plus Indigenous communities of location in the Northern Territory, possibly using a staged program implementation approach.

⁵⁶ The term community is used here to refer the designated geographic community – an identified, bounded population locality. It could be as small as a neighbourhood or as large as a region.

locality; and decide what and how local individual, family and group and location-specific resources would be deployed. Regarding the latter it would negotiate with the relevant Australian and State/Territory Government agencies, Local Government, business and not-for-profit sector to get the resources to get the local action done. As indicated earlier and in the diagram at *Attachment B* Australian and State/Territory Government agencies would be responsible for developing a menu of specific vertical equity social inclusion programs to address the anticipated needs of significantly disadvantaged locations. The UK, Ireland, Scotland, South Australia and Victorian efforts are good early guides to which locality and community renewal and development programs are likely to be required.

- Each SIAP would be administratively responsible to the Social Inclusion Unit and have consultation, monitoring and advisory links to the Social Inclusion Board.
- In the first instance, the six areas of disadvantage identified in *Dropping off the edge*⁵⁷ could be used as an organising principle and simultaneously addressed in an integrated manner:
 - Education – both formal and informal,
 - labour market credentials – including links between welfare and training,
 - health and disability – including early childhood development and parenting,
 - individual and family income – including access to and real jobs,
 - engagement in crime – including violence and abuse, and
 - information retrieval and exchange skills – including access to IT and internet.
- In addition to addressing these six areas of disadvantage for individuals, families and groups, the SIAP would also focus on improving the locality itself. This would be achieved by efforts to encourage community renewal, improve transport systems, enhance open and green spaces, address housing issues and promote employment and business within the area.
- In line with the national principles, the local approach would emphasise governance structures and processes that facilitate the engagement, participation of, social capital networks, and capability development of local residents.
- A local central Social Inclusion Centre would be identified if a facility exists; or funded and developed as a priority if one does not. Such a centre would be positively identified with the social inclusion change process, accessible to all locality residents and provide services within a targeted area that are universally available in a non-stigmatising manner. Ideally services should be a pram walk away.
- Funding for a core team of local social inclusion staff to support the development of the Local Social Inclusion Plan would be part of the local resource package. This team would support the Managing Director and SIAP in planning, decision making and implementation structures and processes. It is envisaged that this team, including the Managing Director, would be 3-10 people depending on the size of the locality. The team could include relevant Local, State and Commonwealth agency staff seconded or loaned to the team on a long term basis. Seconded personnel would be managed by

⁵⁷ See earlier references - Ken Henry has put forward seven development platforms for human capital development. In summary these are: basic protective security, early childhood development interventions and parental supports, good home environments, access to primary health care, links between welfare and labour market credentials, access to real jobs, and governance systems to support engagement in policy development. A number of Henry's platforms are consistent with those identified in *Dropping off the edge*; early childhood development intervention is seen as a key response to entrenched disadvantage; and a number are matters that are addressed under structure and process issues of LNRL (e.g. engagement and participation of residents in the SIAP, local planning and other local initiatives).

the Managing Director not their agency. The team could be accommodated in the Local Social Inclusion Centre.

- In line with positive partnership approach to renewal, the local Social Inclusion Plan would be developed using asset and evidence-based approaches and user friendly templates made available nationally.
- The SIAPs be provided with technical support. A Social Inclusion Technical Support Network, along the lines of the US Policylink, could offer advice, training, facilitation and tools to all the disadvantaged localities regarding equitable development. Support would be provided on request and until the SIAP and residents felt confident to go it alone. As part of the national evaluation, the SITSN could also act as a clearing house for tools and activities that work in various locations.
- Given that many of the 27 locations identified by *Dropping off the edge* have entrenched disadvantage it is likely that some could be at crisis tipping point and/or could be operating without a basic or reasonable level of economic and social infrastructure (this would also be the case with many Indigenous geographic communities in the NT). Where appropriate it may be necessary to use short term intervention and fast track essential infrastructure (e.g. transport, housing, policing, health service) development strategies in the early stages of the locality response (up to first 24 months). Such approaches would be used after consultation with local residents; be incorporated into a local Social Inclusion Plan; and there would be a commitment to avoiding top down approaches where possible.
- Resources to address local specific issues (from mainstream universal disadvantage programs, individual-family-group specific and location specific programs) would need to be committed for 10-15 years. Locality resources would be over-sighted by the SIU with advice from the SIB based on a strong evidence base – demonstrated in the Local Social Inclusion Plan. As indicated earlier, some localities might plan for renewal and others might plan to wind down.
- A commitment would need to be made by Commonwealth and State/Territory governments that all 27 localities already identified would be considered priority areas for mainstream, discretionary and location-specific funding programs across agencies to address the historic underfunding which has led to their current level of disadvantage. Business could be given incentives and/or tax breaks to invest in identified localities.
- Consideration could be given to identifying a local development fund that complements mainstream programs and enables SIAPs to fast track small, pivotal and symbolic projects within their locality.
- SIAPs would be given access to locality-specific data for planning, benchmarking, reporting and evaluation purposes.
- Local aims, objectives and targets would be developed by the SIAP, based on the national frameworks and targets. See *Attachment A* for example of possible national approaches that could form the basis for local systems.
- SIAPs would be required to report progress regularly to the SIU as part of the national monitoring and evaluation plan.

Epilogue – Reflection on Social Cohesion and Community Development by Professor Tony Vinson

Professor Tony Vinson was asked to reflect on Social Cohesion and Community Development

The major message to be derived by policy makers from ***Dropping off the Edge*** is that high rates of disabling social conditions are stubbornly concentrated in a limited number of localities throughout Australia.

The extent of the disparities involved can be gauged by comparisons between the 3% which are the most disadvantaged locations – there are 69 across the country – and the remaining 97% of places. A few examples illustrate the point:

- In Western Australia the rate of prison admissions in the 3% most disadvantaged localities is fifteen times that of the remainder of the State.
- In New South Wales the rate of prison admissions in the 3% most disadvantaged areas is 3.5 times that of the remainder of the state
- In Queensland prison admissions are threefold and it is sevenfold in the ACT.
- In New South Wales the rate of child maltreatment in the 3% most disadvantaged areas is 4.5 times greater than the rest of the state
- Corresponding figures for child maltreatment are just under four times greater in South Australia and three times greater in Queensland.

Disparities on this scale point to the potential social and economic value of locality-specific policy interventions that include programs targeted at individuals living in such disadvantaged localities and facing social exclusion in different spheres of their lives. Additionally, because the areas in question frequently evince limited or deteriorated social infrastructure and environments, renewal and development programs focusing on public spaces, housing, transport systems and business, are often seen as priorities.

Both of these broad sets of strategies, deservedly, are among the detailed recommendations of this report. However, the successful implementation of these strategies requires that they be seen as *means to an end* and not as independently adequate inputs for achieving a sustainable transformation in the life opportunities of people residing in markedly disadvantaged places. This is because what holds such communities back is more than the sum of individual and household disadvantages and environmental and infrastructural shortcomings. The social climate of disadvantaged places frequently exerts an influence in which inputs of the two types mentioned above can be absorbed without lasting benefits⁵⁸. For example, when people acquiesce to the dominant role played by external influences in their lives, living for the day and consuming whatever comes their way are likely responses to proffered help. Hence it is vital to do more than simply provide tangible assistance. Rather, the challenge is to make such assistance a medium for strengthening the capacities required by a self-managing, problem solving community whose members are capable of 'pulling together' to achieve common goals.

⁵⁸ See Atkinson, R., Kintrea, K., (2001) "Disentangling Area Effects: Evidence from Deprived and Non-deprived Neighbourhoods," *Urban Studies*, V.38, No. 12, 2277-2298.

Research has shown an association between neighbourhood-wide qualities and containment of the ill-effects of financial and other deprivations. *Collective efficacy* is the name given by researchers to that linkage of mutual trust and willingness to intervene for the common good that is associated with reduced crime⁵⁹ and better health⁶⁰, among other social benefits. Indeed, the social cohesion component of *Dropping off the Edge*⁶¹ showed a consistent association between combined aspects of 'cohesion' and the containment of the ill-effects of disadvantageous community conditions.

These research insights serve to confirm the practice wisdom of community development workers who have plied their craft in some of Australia's most disadvantaged localities over the past forty years. The researchers have added to our fund of knowledge by sharpening our understanding of the pathways travelled by downwardly spiralling communities and the community properties that can help to reverse that trajectory. However, the researcher and practitioner insights converge on one fundamental principle: *in order for services and infrastructural interventions to be effective in the long run, they must not only be useful in their own right but simultaneously serve the end of strengthening the overall community.*

'Strengthen' in this context includes:

- building 'collective efficacy' by developing connections and trust between people and between organisations;
- developing the confidence and ability to identify ways of promoting the common good; and
- securing the resources, internal and external, needed to pursue them.

Implied is a range of necessary communal capacities that can be grown by sensitive attention to the sequencing and blending of interventions, and by using the interventions to exercise the capacities that are needed to sustain community wellbeing.

The necessary capacities are a combination of:

- instrumental, organisational skills, and
- dispositions and practices that sustain community integration and collective progress.

Sometimes an action that is under consideration may have the potential to strengthen several of the capacities included in the model that follows. However, the following two questions should be asked in relation to every initiative:

- *How will the proposed action impact on overall community wellbeing?*⁶²
- *To what extent can the inputs made, either by way of services or improved infrastructure, be aligned with the community's spontaneously expressed or nurtured understanding of its needs?*

⁵⁹ Sampson, R. J., (1997) "Neighbourhoods and Violent Crime: a multilevel study of collective efficacy," *Science*, V. 277, No. 5328, 918-925

⁶⁰ Browning, C. R., Cagney, K. A., (2002) "Neighbourhood Structural Disadvantage, Collective Efficacy, and Self-Rated Physical Health in an Urban Setting," *Journal of Health and Social behaviour*, V. 43, (December), 383-399

⁶¹ See Chapter 7 of Vinson, T., (2007) *Dropping off the Edge*, Jesuit Social Services/Catholic Social Services Australia, Richmond

⁶² Australian research has shown that when administrators and community workers using a 39 item scale are asked to rate community service systems with which they are familiar, the answers to four questions account for 90% of the variance in overall scores. First among the four items is "A standard consideration in the development of policies and/or action plans is how overall community wellbeing might be enhanced by the decisions or actions taken."

While for the purposes of orderly exposition our document treats human services and infrastructural needs as separate categories, in practice the maximum practicable engagement of disadvantaged communities in decisions of all kinds is the key to community strengthening.

BUILDING STRONGER COMMUNITIES - THE KEY CAPACITIES TO BE STRENGTHENED

Four clusters of attributes of disadvantaged communities that require constant attention and monitoring in the course of community strengthening are:

- (i) Substance and style of decision making;
- (ii) Resource generation, allocation;
- (iii) Integration of people, groups and community organisations; and,
- (iv) Maintaining direction, energy and motivation.

(i) Substance and style of decision making

A cornerstone requirement of community strengthening is that orderly but open arrangements must exist for generating an action agenda. Those involved in wielding formal and informal leadership must acquire an understanding that community wellbeing demands disciplined commitment to finding common ground in the pursuit of community wellbeing. That does not negate the value of competing ideas which can be a sign of organisational vitality, provided tensions are kept within manageable limits. It simply means that concurrent with formulating goals and programs, provision also needs to be made both in reality and in our practice model for maintaining a reasonable degree of unity and managing tension [see sections (iii) and (iv), below].

The participants, whether appointed officials, office holders, community stakeholders or local residents, must become skilled in creating a mix of goals of different durations and purposes, from resource generation and material services to bringing people together. Those seeking to exercise leadership should utilise objective data in decision-making but serious efforts should also be made to elicit, and give serious consideration to, opinions across community groups. Agendas, decisions and available information should be publicised to community members. Community stakeholders could include non-residents whose professional or commercial involvements with the community motivate them to want to contribute to its strengthening and who are prepared to work in a collaborative way with other participants.

Indicators of progress

Leaders:

- guide the community in developing and using a vision for the its future
- have the pulse of community needs
- develop strategic plans to achieve goals conscious of the relevant resource demands and the feasibility of their attainment
- draw upon factual information to help make decisions
- ensure that documents bearing on prospective decisions are readily accessible
- share decision-making with community members
- constantly ask how each proposed initiative will serve to strengthen the community
- planning adequately integrates social and economic issues, and

- make an effort to include women, youth and members of cultural/ethnic groups in decision-making.

(ii) Resource generation, allocation

A community that is recovering constantly reviews and marshals the resources that are available to support the community goals that have been set. It capitalises on intra-community 'bonding' and 'bridging' ties to generate and link additional resources, in the forms of relevant talents and willing hands, to community programs and goals. It cultivates and capitalises upon external connections ('weak ties' and social capital 'linkages') to lever additional resources, utilising trusted and influential locals and/or stakeholders, as well as residents, in this process. It scans the political, philanthropic and grant organisations' environments to identify themes that could be the springboards for seeking additional tailored funding. It assigns tasks to organisations and brokers partnerships consistent with community goals on a contractual basis or, at a minimum, in accordance with explicitly agreed terms and assesses the fulfilment and continuing relevance of the agreements.

Indicators of progress

- Official funds are purposefully and equitably employed in support of community goals
- Services are delivered on a basis that attempts to ensure that all community members benefit
- Recipients of local funds and resources are required to have clear objectives and report on their progress
- Local people and organisations contribute financially and in kind to community initiatives
- The community is successful in accessing outside resources in order to address gaps and achieve community goals
- Partnerships between organisations are characteristic of the way the community works
- Informal leaders are given help to strengthen their contributions to the community

(iii) Integration of people, groups and community organisations

A community that is striving to achieve its goals and garner the wherewithal to do that, needs simultaneously to attend to the socio-emotional resources that can sustain that effort while meeting basic needs for human contact and attachment. These pursuits do not constitute a 'tack-on' category of concerns that somehow supplement the provision of more primary human services and infrastructural improvements. They need to permeate as many as possible of all of the transactions undertaken to strengthen a community.

The community needs to foster a sense of belonging among its individual, family and organisational members. This sentiment can find expression in, and be encouraged by, activities and occasions invested with community identity and meaning, particularly the celebrating of success in achieving widely shared goals. A community developing in this direction welcomes cultural diversity, accommodates differences and strives to ensure the inclusion of all groups in decision-making. It also provides means for celebrating and symbolising unity. At the organisational level, it seeks to synchronise the activities of different agencies around shared goals using a combination of value incentives and resource inducements.

Indicators of progress

There is a stronger:

- Sentiment of attachment to the local area
- Consciousness of community unity
- Participation in community affairs
- Spirit of mutual help and co-operation within the community
- Working relationship between organisations in the community
- Formation of natural alliances between local organisations
- Degree of trust between the people and organisations of the community

(iv) Maintaining direction, energy and motivation

A community undergoing renewal and strengthening, while upholding people's right to self-expression, needs to encourage the preservation of that degree of order required to achieve progress. It does so by the periodic democratic review of rules and procedures and by holding individuals and groups responsible for their maintenance. The community acknowledges that stress is frequently a by-product of debate and decision-making and therefore provides explicit opportunities for 'bleeding off' tension and containing disruptive rivalries. It promotes a social environment free from fear.

Indicators of progress

The community:

- Ensures that differences of opinion are not allowed to cause projects to 'go off the rails'
- Brings people together in ways that set aside their differences
- Is skilful at containing tensions that arise from time to time between individuals and organisations
- Periodically takes the opportunity to systematically review rules and procedures
- Provides opportunities to heal damaged relations by social contact or, where necessary, structured conciliation
- Promotes acceptance and tolerance of variations in life-style and beliefs
- Encourages respect for other people's rights

Aims, objectives and targets of a National Locality Specific Initiative – possible examples

Aims

It would be beneficial to clearly articulate the aims of locality-specific initiatives. Broadly speaking, they would appear to fall into two categories - improving outcomes in disadvantaged localities and seeking to reduce inequalities between localities. For example:

- To increase life opportunities for those in these localities (within localities)
- To reduce inequalities between localities (relativities)

Objectives

Based on the findings of *Dropping off the edge* it is possible to develop objectives that relate to each of the key issues most commonly associated with sustained disadvantage. A consultation process could be used to help determine the best fit and the best mix of objectives in Australia. For example⁶³:

- *Limited education*
 - to improve the school retention of the most disadvantaged children and young people to give them a better chance of breaking the cycle of disadvantage when they leave school
- *Lack of information retrieval and exchange skills*
 - to improve the confidence and skills of people living in disadvantaged areas to be able to access and use information and technology that can help lift them out of poverty
- *Deficient labour market credentials*
 - to increase the likelihood of sustained employment for vulnerable and disadvantaged groups
- *Poor health and disabilities*
 - to improve the health status of people living in disadvantaged communities in order to improve their quality of life, including their employability prospects
- *Low individual and family income*
 - to increase individual and families opportunities to improve their income and minimise the risk of multiple debts
- *Engagement in crime*
 - to reduce the incidence of crime in disadvantaged localities, and to tackle its causes.
- *Higher child maltreatment*
 - To create safer and more supportive environments for young children and their families

⁶³ Reference to Scotland(Closing the Opportunity Gap) and England (A New Commitment to Neighbourhood Renewal)

Targets and /or Commitments

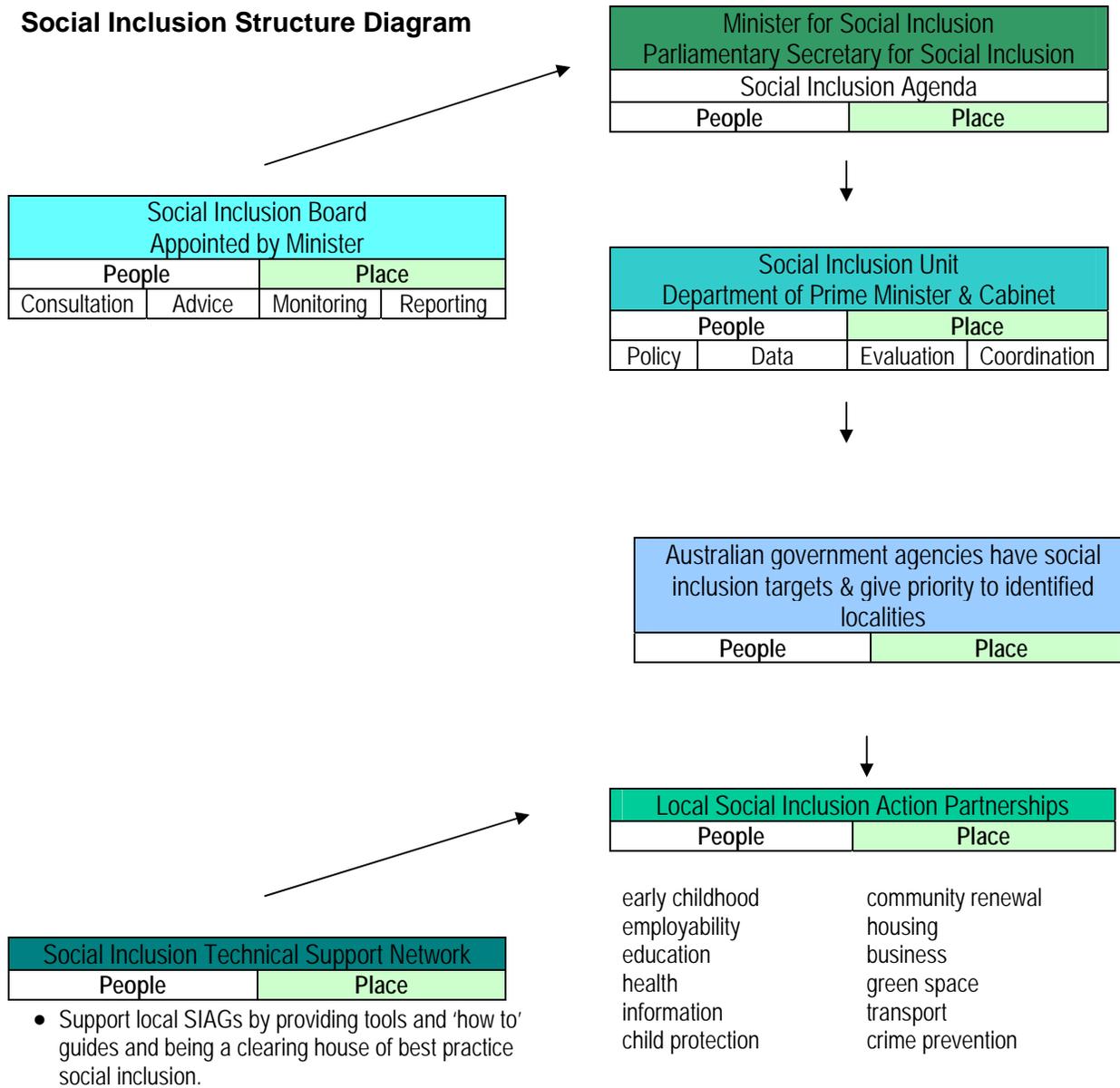
If authorities or agencies set up to measure something and report on it they are more likely to work to achieve it. As part of locality-specific interventions, targets (or if preferred, commitments) could be set that are linked to the agreed objectives. These should be tested and regarded as key drivers for change, not just as things that could be measured because the data is available. These targets would be allocated to a particular Minister and the Minister would be responsible for ensuring their achievement and reporting progress towards them. Targets for specific localities should be set within national frameworks – eg with reference to national crime reduction targets or health improvement targets. They should also be evidence-based. For example⁶⁴:

1. Reduce the proportion of 16-19 year olds who are not in education, training or employment by 2010.
2. By 2010 increase the availability of appropriate financial services and money advice to disadvantaged communities to improve their capacity for financial independence and reduce their vulnerability to multiple debts.
3. Reduce health inequalities by increasing the rate of improvement for under 75 coronary heart disease mortality and under 75 cancer mortality for the most disadvantaged communities by 10% by 2010.
4. Reduce the number or proportion of workless people dependent on income support in disadvantaged localities by 2010.
5. Reduce domestic burglary in disadvantaged localities by 25% by 2012 with no locality having more than three times the national average rate.
6. Increase the number of publicly accessible community-based computer facilities within disadvantaged localities by 2010.

⁶⁴ Reference to Scotland(Closing the Opportunity Gap) and England (A New Commitment to Neighbourhood Renewal)

Attachment B

Social Inclusion Structure Diagram



- National aims
- National targets
- 10 year funding programs
- Relationship with COAG and Ministerial Councils

- Secondees from health, education, employment, transport, regional development, housing, communities, families and others including the community sector
- Identify disadvantaged localities
- Manage the process to establish credible targets
- Develop coherent social inclusion policy approaches
- Work with ABS to establish Locational Data Unit
- Establish and manage an Australian Index of Disadvantage
- Coordinate monitoring, evaluation & reporting

- In disadvantaged localities
- Funded to drive local change
- Employ a Managing Director & staff
- High profile Chair
- Australian government reps
- State and Local Government reps
- Social economy reps
- Deliver local targets – in community-specific manner
- Rewarded for meeting targets

DEPARTMENTAL STRUCTURES

Attachment C

SOCIAL INCLUSION UNIT

A new branch in PM&C

Staff seconded from key departments

Secondments for 12 months

Role is to establish the Social Inclusion agenda, associated infrastructure, and monitoring and reporting systems

Works to develop a Social Inclusion Impact Statement for all Budget initiatives to determine how the initiative will improve social inclusion

Departments include:

- Treasury
- Finance
- Health & ageing
- Education, Employment & Workplace Relations
- Infrastructure, Transport, Regional development and Local Government
- Families, Housing, Community Services & Indigenous Affairs
- ABS
- Human Services
- Broadband & Communications

SOCIAL INCLUSION INTER-DEPARTMENTAL COMMITTEE (IDC)

Deputy Secretary

Deputy Secretary

Deputy Secretary

Deputy Secretary

Deputy Secretary

Role is to ensure high level commitment to the social inclusion agenda, and ensure that government departments operationalise it across programs

Departmental Social Inclusion Team
Drive Social Inclusion in the department

Departmental Social Inclusion Team
Drive Social Inclusion in the department

Departmental Social Inclusion Team
Drive Social Inclusion in the department

Departmental Social Inclusion Team
Drive Social Inclusion in the department

Departmental Social Inclusion Team
Drive Social Inclusion in the department

Each department in the SIU establishes a SIT to drive the agenda across their department

Departmental Programs
are modified to enhance social inclusion in priority locations

Departmental Programs
are modified to enhance social inclusion in priority locations

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are modified to enhance social inclusion in priority locations

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are modified to enhance social inclusion in priority locations

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POSSIBLE ROLES OF DIFFERENT DEPARTMENTS IN SOCIAL INCLUSION

Treasury & Finance	FaHCSIA	Health	Education	Communicat'n	Infrastructure	Human Services	ABS
<ul style="list-style-type: none"> • Ensure long term investment – commit funds for 10-15 years • Assess the financial impact of ongoing social exclusion • Consider tax incentives for disadvantaged areas • Consider tax implications of not for profit companies 	<ul style="list-style-type: none"> • Establish the LN-RN program • Look at priority access to key program funds to these areas (SFCS, LA, disability etc) • Explore and develop place-based policy positions • Identify community housing funds for housing development if identified as a local priority 	<ul style="list-style-type: none"> • Ensure minimum level of health services available in disadvantaged localities – accessible by walking or public transport • Prioritise child health checks in disadvantaged localities • Prioritise dental improvements in disadvantaged localities 	<ul style="list-style-type: none"> • Have S/T governments do a stocktake of educational facilities in disadvantaged localities • Ensure universal preschool is rolled out in these localities • Target HIPPY to these localities, engaging with local services and mothers • Ensure computers get rolled out in these communities as a priority 	<ul style="list-style-type: none"> • Ensure high speed broadband is available in these localities • Establish public access internet hubs in these localities 	<ul style="list-style-type: none"> • Provide funds for these localities to make significant high-impact low cost infrastructure changes • Respond to locally-identified infrastructure priorities 	<ul style="list-style-type: none"> • Improve service access in disadvantaged localities 	<ul style="list-style-type: none"> • Establish a locality-focus • Develop expertise in locality statistics, trends etc • Provide data to SIU on localities and develop typographies of localities