

AUSYOUTH
Supporting youth development across Australia



Snapshot One • September 2000

**Profile of State Government Sponsored
Youth Development Programs**

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The Duke of Edinburgh's Award in Australia
SA Division Young Australian Challenge

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1. Introduction

1.1 Focus

The information documented in this report provides the first collated profile of the state government sponsored youth development programs and their links with the Australian Services Cadet Scheme (ASCS). The information provides base-line data about the programs, with the intention that the growth and evolution of these programs can be more easily tracked and assessed in future years.

Governments in four states (currently Victoria, Western Australia, Queensland and South Australia) have invested in the establishment of specifically identified youth development programs. These programs have attracted considerable support and profile from Premiers and Youth Ministers. At September 2000, there were 366 local program groups involving almost 14,000 young people across the four programs. As well, at May 2000, there were 427 local units of the Australian Services Cadet Scheme (ASCS) involving around 25,800 cadets in the Air Training Corp (AIRTC), the Naval Reserve Cadets (NRC) and the Australian Army Cadet Corps (ACC). A major review of the ASCS, entitled *Cadets: The Future* (also known as the Topley Review), has been undertaken this year, with the aim of preparing a strategic plan for the ASCS, and is due for public release in December, 2000.

The interest generated by these programs has been the driving force behind the development of the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) National Youth Development Strategy, which was endorsed by Ministers in March 2000. The Strategy identifies some of the common characteristics and benefits for youth development programs, such as the state government sponsored youth development programs, but also notes the diversity of activity associated with youth development outcomes.

This profile is part of the Ausyouth research strategy and is the first profile of one set of youth development programs. Further profiles of other sets of youth development programs and activities are planned. Ausyouth is an initiative funded by the Commonwealth Minister for Youth Affairs to support the coordination and facilitation of youth development activities at a national level. Ausyouth is based in South Australia and is a partnership between the South Australian Office of Employment and Youth, Department of Education, Training and Employment, and the Duke of Edinburgh's Award SA Division.

1.2 Collection of data

The information contained in this report was derived from the publicly available documentation of the programs and in depth interviews over several days with the managers of each of the state programs. The interviews followed a schedule of items about the structure and implementation of the programs (see Appendix 1) and a series of questions designed to identify good practice in relation to the state government sponsored youth development programs from the managers' perspectives (see Appendix 2).

1.3 Terms used in this Snapshot

A number of new terms have been used in this Snapshot to identify specific groups of programs or organisations as there is a lack of common nomenclature in use by the various programs.

The term ‘state government sponsored youth development program’ refers to the programs that have been specifically established, implemented and funded by state governments as youth development programs. At the present time these are: Cadets WA, the Victorian Youth Development Program, the Queensland Youth Action Program and the South Australian Active8 Premier’s Youth Challenge. However, it should be noted that these programs do not represent the total quantum of youth development activities funded by state and territory governments. Funding is provided to a whole range of programs that incorporate components with youth development outcomes.

The term ‘local program group’ refers to the groups that are formed to deliver the programs at the local level. Each local program group identifies with one provider organisation, whose program they implement. A school may have more than one local program group, or one local program group may be associated with a cluster of schools. The local program groups for the ASCS are the cadet units.

The term ‘provider organisation’ refers to the organisations, agencies and departments that provide the structured activities or programs that are implemented by the local program groups of the state government sponsored youth development programs. Some of the provider organisations have as their core business the provision of youth development programs and run an extensive range of programs for young people. For other provider organisations, their only involvement in youth development is through the state government sponsored youth development programs. These organisations are called ‘host organisations’ by Cadets WA, although the term ‘host organisation’ refers to the schools in other programs.

The term ‘service provider’ has been avoided as it has been used in various contexts to refer to provider organisations, local program groups and schools.

1.4 Brief history of the state government sponsored youth development programs

The first state government sponsored youth development program was initiated in Western Australia in 1996. This program, **Cadets WA**, was modelled on the ASCS and adopted some similar features as part of the structured activities such as the use of rank and drill. The 11 local program groups established in the first year were ASCS Cadets (Air, Army and Navy), Emergency Services Cadets and the Police Rangers. Cadets WA rapidly expanded in the second year to 40 local program groups. By September 2000 there were 148 local program groups in Cadets WA. Other provider organisations have become involved in subsequent years, such as the Australian Red Cross and the Department of Conservation and Land Management (the Bush Rangers program), so that nine different programs are currently offered through Cadets WA.

In 1997, the Victorian Government launched the second state government sponsored youth development program. The **Victorian Youth Development Program (VYDP)** commenced with 27 local program groups, involving ten different programs offered by

provider organisations. A further 36 local program groups were established the following year. Currently 15 provider organisations are involved in the VYDP and there are over 152 local program groups.

The **Youth Action Program** (YAP) was started in Queensland in 1998 on a smaller scale than the VYDP, commencing with 10 local program groups, each with a different provider organisation. By 2000, YAP had expanded to 35 local program groups and involves 10 provider organisations.

In July 2000 the fourth state government sponsored youth development program was launched in South Australia. The **Active8 Premier's Youth Challenge** (Active8) commenced with 31 local program groups, involving 17 provider organisations.

1.5 The National Youth Development Strategy

At the March 2000 meeting of the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) the concept of youth development as a positive approach to young people's needs was endorsed. The Background Paper, developed by the a sub group of the MCEETYA Youth Task Force with leadership from the WA Office of Youth Affairs, focussed on the state government sponsored youth development programs as a way forward for governments to demonstrate their commitment to the concept of youth development.

The three key features of these youth development programs are that they provide:

- opportunities for training aimed at developing specific skills;
- opportunities to develop personal characteristics and talents;
- opportunities to establish a connection with community, primarily through providing opportunities for some kind of community service.

A number of characteristics were identified as critical to the success of these programs:

- voluntary participation;
- structured environment;
- providing a sense of identity through shared experience, values and goals;
- supported by a host organisation¹ by way of an agreement;
- providing leadership development opportunities;
- individual development within a team environment;
- inclusive ethos;
- connecting young people with their communities.

These characteristics can also be identified in other existing youth development programs as they currently operate and may form the starting point for the development of a set of standards for youth development programs in the future.

¹ Host organisation is the term used by Cadets WA to describe a provider organisation.

2. Stated purpose of the state government sponsored youth development programs

Each state government sponsored youth development program outlines a number of aims, objectives, goals and/or outcomes for their program. Two major themes are central to the stated aims, objectives and outcomes of these programs:

- Personal skill development for young people through increased opportunities and challenges.
- Encouraging young people to take an active role/participate in their community through developing a sense of community service (community spirit) and responsibility.

Other objectives include promoting a positive image of young people, enabling young people to become actively involved in (join) volunteer organisations and community service schemes and complementing existing formal education and training programs. Both Cadets WA and YAP emphasise the training aspect of their programs. Active8 includes an explicitly stated set of core values: trust, honesty, integrity, respect, fairness, courage, enterprise and excellence.

Of primary importance to all the programs is the empowerment of young people through their involvement in the program. In particular, personal skill development that focuses on the person, as well as technical or specialist skill development relevant to the particular opportunity or challenge, is seen as critical. The personal skills that are fostered by participation in the programs include teamwork, leadership, self-discipline, self-reliance, self-confidence, individual responsibility and active citizenship. These skills mirror similar sets of skills, such as the Meyer key competencies, that have been identified in other spheres as instrumental to gaining and maintaining employment.

Evaluations of several of the programs, involving qualitative surveys and structured interviews with stakeholders including participants, their parents, local program group coordinators and school principals, suggest that from the perspective of stakeholders, the programs are succeeding in enhancing personal skills.

3. Management of the programs

The state government sponsored youth development programs are administered by a central unit in each state that formulates the overall policy and guidelines for the program, usually with the assistance of an advisory committee of stakeholders, and establishes and monitors the administrative structures. Two key features of the four programs are:

- the involvement of provider organisations; and
- delivery primarily through schools.

3.1 Portfolio arrangements

The state government sponsored youth development programs rest at the intersection between education and youth affairs. Because of this, and the various departmental configurations in each state, the location of the central units within portfolio areas differ. Generally, the central units have been located in the youth affairs or education and training portfolios.

The programs have had considerable ministerial interest and support and, to date, this has been maintained through changes of government. The idea for the establishment of the programs has often been initially met with scepticism by staff at various levels within government departments and the central units have had to work hard to generate the support and cooperation needed for the successful implementation of the programs. Commitment to the programs from senior executive levels within the relevant government departments has been critical. This has been particularly important for implementing the programs on a state wide basis in an environment of increasing devolution of bureaucratic “central office” decision making and functions to regional and local levels.

In some instances, the programs were required to commence within a specific timeframe. This limited the extent to which consultative processes were used in the development of the program and the formulation of comprehensive policies and procedures prior to the commencement of the program.

3.2 Role of central units

The central units have taken on a multifunctioned role in establishing the programs and ensuring their ongoing maintenance and growth.

The role of the central units includes:

- establishing and servicing advisory structures;
- developing and updating program guidelines and policies and setting in place administrative procedures, particularly for the financial accountability of the programs;
- generating the interest and engagement of provider organisations and providing direction and support in the development of the specific programs offered by the provider organisations within the context of the state government sponsored youth development programs;

- establishing the program identity and undertaking the broad promotion of the programs, including the development of promotional material and events;
- developing and implementing a transparent process for the selection or establishment of new local program groups;
- providing some initial induction of new local program group coordinators and leaders and opportunities for collaboration;
- developing and implementing administrative systems for the allocation and distribution of funding;
- monitoring and evaluating the implementation of the program and achievement of outcomes.

The degree to which the central units can fulfil all the functions listed above is dependent on the staffing arrangements. The central units range in size from six and a half staff positions, including dedicated administrative staff, to 0.6 of a full time position with a small number of hours of administrative support. The level of involvement that the central units have with local program groups, particularly those experiencing difficulties, also varies from state to state, depending on the arrangements in place with the central coordinators from the provider organisation who might also take on this function.

While there is a greater and more intensive role for the central units during the establishment phase of the state government sponsored youth development programs, the central units are needed on an ongoing basis to: maintain and update administrative systems, provide broad promotion of the programs, monitor the quality of program delivery against stated objectives, evaluate achievement of performance indicators and outcomes and to drive growth. Most of the programs have experienced some tension between funding central unit functions and funding of additional participant places, particularly where budgets have been more limited.

3.3 Advisory structures

The state government sponsored youth development programs have established consultative and advisory structures to support the programs. In particular, local program groups have been required to establish local advisory or management committees (see section 6.2 for further discussion of local advisory or management committees). The composition and role of the central advisory structures for some programs have been subject to change in line with the various development phases of the programs.

The Youth Training Scheme Advisory Council is the primary advisory structure for Cadets WA. This Council includes representatives from all the provider organisations associated with Cadets WA, the Education Department and the Office of Youth Affairs and meets once a month. A review of Cadets WA in 1999 noted that this committee dealt with a number of operational issues and recommended that the Council shift its focus to

strategic issues and direction for the program with a membership that reflects that intention.²

During the initial two year pilot phase, the VYDP was managed and coordinated by the Victorian Youth Development Taskforce established by the Victorian Department of Education and chaired by the Parliamentary Secretary for Education. The VYDP, now within the Office of Youth, Department of Education, Employment and Training is currently considering forming a new reference group that will provide strategic advice on program direction, meet quarterly and will include representatives from the provider organisations, education and young people. A meeting of provider organisations to share information and discuss issues about program implementation is held several times a year.

A Steering Committee, chaired by ministerial appointee, was established in 1998 to assist in the development and oversight of the implementation of YAP. The Steering Committee was devolved after the completion of the two year pilot, although the Chair has continued to provide assistance to the program. At the present time, a meeting of central coordinators from all the provider organisations associated with YAP meet on a quarterly basis to discuss program implementation issues and any proposals for policy changes.

South Australia is in the process of forming the Active8 Premier's Youth Challenge Reference Group that will meet at least twice yearly to analyse trends and issues arising in the implementation and evaluation of the programs and to provide strategic advice about future directions. The representation on the Reference Group is designed to reflect the broad interests of the stakeholders in the implementation of the program. This includes representatives from the Area School Principals' Association, Australian Education Union (SA Branch), Catholic Education Office, Volunteering SA Inc., Youth Affairs Council of SA Inc. and Youth Plus (the Ministerial Youth Advisory Group). As well, a consultative forum of provider organisation representatives (including potential provider organisations) is to be held twice yearly (this forum also nominates two representatives to the Reference Group).

In considering the advisory structures in place at the present time, two issues arise. The first is the participation of young people in the central advisory structures and the strategies in place to support young people's contribution. The second issue is the frequency and timing of meetings particularly when provider organisations predominantly comprise volunteers who may have other daytime commitments.

3.4 Guidelines for the programs

All the state government sponsored youth development programs have developed a set of broad guidelines for the implementation of their programs. The guidelines provide an explicit framework within which the local program groups must operate. The guidelines include statements about:

- The voluntary nature of participation in the programs by young people, schools and provider organisations.

² Training & Assessment Services (1999) *Accepting the Challenge*. The findings of an Evaluation of the Cadets WA Program for the WA Office of Youth Affairs, pp21-22.

- The roles of participating schools, provider organisations and the central unit in the implementation of the program at the local level.
- The duration of the program and minimum weekly meeting times. Programs have generally been structured over a two year timeframe, with local program groups meeting for at least 2 hours per week during school terms.
- Compulsory components of the program. For example, in some states, successful completion of accredited first aid and cardio pulmonary resuscitation courses are compulsory or core components of the program.
- Required activities such as the provision of an annual week long camp; learning and practising drill at weekly meetings.
- Uniform requirements. In all states participants are required to wear a ‘uniform’ that identifies them as participants in their local program group; however the style and formality of the uniform varies significantly between states and between provider organisations.
- Legal requirements, particularly supervision and duty of care. Usually these are based on current education department policies and the policies of the provider organisations, with the more rigorous being applied. In accordance with education departments’ policy for volunteers in schools, there is a requirement for police checks for all adults involved as leaders and coordinators of local program groups.
- The use of weapons. All the states have a stated no weapons policy although Cadets WA does allow ASCS units to follow the ASCS weapons policy guidelines.
- Funding arrangements and policy on the costs of the program to participants.
- Memorandums of understanding or service agreements, particularly with the participating school and also with provider organisations.
- Administrative and reporting requirements.

The guidelines allow a significant degree of decision making about various aspects of program implementation at the local level (see section 6.2 for further discussion of local decision making). State program managers report that this flexibility within the guidelines has enabled a diverse range of local program groups to be established which are able to meet the local interests and needs of young people in various communities.

3.5 Evaluation of programs

Cadets WA, the VYPD and YAP have all commissioned evaluations of their programs at some point in the program implementation. The evaluations have been primarily focussed on identifying the perceived benefits and achievement of outcomes and issues surrounding the implementation of the programs by surveying and interviewing those involved in the programs at the time of the evaluation.

A specifically designed questionnaire was used in an evaluation of the VYDP, undertaken in mid 1998. This questionnaire was sent to schools and to provider organisations and responses were received from 60 of the 66 schools with local program groups, all 11 of the provider organisations and a further 20 from provider organisations representatives based and involved with local program groups. The questionnaire was divided into three parts: the first asking open ended questions about the benefits of the program as perceived by respondents; the second section asked respondents to agree or disagree with statements about the promotion of various personal attributes by the program and to rank which attributes had been more strongly developed by participants; and the third section asked respondents about the future development of the program. Around 80% of respondents thought that the program promoted and participants had developed teamwork, confidence and skill development. Almost all respondents strongly agreed or agreed that the VYDP should be continued and expanded. The evaluation made a number of recommendations in relation to the implementation of the program.³

In 1999 the Western Australian Office of Youth Affairs commissioned an evaluation of Cadets WA. In this evaluation, questionnaires were sent to principals, local program group coordinators and participants, site visits were made and interviews were conducted with the members of the Youth Training Council. The questionnaires (a different questionnaire for three groups of respondents), which included open ended and multiple and forced choice responses, sought respondents' views on a range of topics about both the implementation of the program and the perceived benefits of the program. Response rates to the questionnaires were good with returns from 84% of principals, 73% of local program group coordinators and 69% of participants. The evaluation concluded that "Cadets WA is a program of considerable merit and benefit to the State of Western Australia and its people". A number of recommendations relating to the implementation of the program were also made.⁴

The most ambitious evaluation of the programs to date has been that undertaken by YAP. The YAP evaluation has been completed in several phases and has included questionnaires completed by parents and young people not participating in YAP. The first phase of the evaluation, completed after the first year of YAP's implementation, focussed on the operations and perceptions of YAP, while the second phase was more specifically concerned with the outcomes of YAP. The two phase approach allowed comparison of results over successive years. The questionnaire included a series of statements with a forced choice response that were designed to elucidate personal attributes, which could then be compared with self reported assessments of changes in these attributes by participation in YAP. The second phase of the evaluation included in depth interviews with local program coordinators, the central coordinators of provider organisations and questionnaires to participants (75% responded) and their parents (39% responded). The evaluation concluded that "The YAP is achieving its intended outcomes and these outcomes are most valued by those students and parents that have been involved with the

³ Education Strategies, (1998) *Victorian Youth Development Program 1997-1998 Pilot Project: Evaluation*, Level 7, 412 Collins St, Melbourne.

⁴ Training and Assessment Services, (1999) *Accepting the Challenge*. The findings of an Evaluation of the CadetsWA Program for the Western Australian Office of Youth Affairs, September.

YAP over the longer term". In a similar way to other evaluation reports, this report made a number of recommendation relating to program implementation.⁵

None of the evaluation reports to date have included detailed analysis (or reporting) of statistical data relating to the program about participant numbers and involvement in local program groups, demographic information about participants, or details about local program groups such as meeting times, year levels involved and actual period of participant or coordinator involvement in the group, training undertaken and achievements.⁶ Consequently this information has not been related to program outcomes. More generally, ongoing data collection and evaluation strategies have not been explicitly embedded in the various aspects of the implementation of the programs to date, although Active8 is planning to do this.

⁵ Colmar Brunton Research, (2000) *Evaluation of the Action Program Final Report. Phase 2*, prepared for Education Queensland, and Colmar Brunton Research, (1999) *Evaluation of the Action Program. Progress Report 2*, prepared for Education Queensland.

⁶ Some of this information about participants has been collected by some of the questionnaires but as there is no baseline data for the total participants in the programs, there is no way of assessing if respondents to the questionnaires are representative of the total group of participants.

4. Funding arrangements

4.1 State government funding

State government funding for the state government sponsored youth development programs totalled approximately \$8.3 million in 2000. Half this combined total is accounted for by the Cadets WA budget. Funding and resources available to the programs differ quite significantly from state to state.

However, the funding and resources needed to establish and maintain the state government sponsored youth development programs is significantly more than the identified budgets. Additional contributions are made by:

- other state government departments involved as provider organisations;
- other provider organisations associated with the programs;
- participating schools and local communities.

Because of the major investment of time, effort and resources needed to establish the local program groups, it has been important for there to have been some assurance of an ongoing commitment of funding, at least for several years. Most states have made a funding commitment over a three year period, and this has already been renewed by some states.

Operating within finite budgets, the state program managers have had to find a balance between the demand for funded places by new local program groups and the demand for additional places in existing local program groups. In some instances, guidelines have been set about the number of funded places for any one local program group. For example, from its commencement, the YAP program set a cap on the number of places that would be funded for any one local program group at 25 places in the first year and increasing to 50 places in the second year. Budgetary constraints on the number of new participant places that can be funded has also led to the development of selection criteria for the establishment of new local program groups.

While local program groups are generally funded for a particular number of participant places, some groups have chosen to offer more places to participants by either spreading the funding or through obtaining additional funding through other sources. Some concerns have been raised about the ability of local program groups to maintain the integrity and quality of their programs where funding has been 'spread'.

4.2 Funding guidelines

All the state government sponsored youth development programs have developed policy guidelines about the use of funding. In particular, the funding is provided to:

- purchase uniforms and equipment;
- cover the cost of activities such as the annual camp and associated costs such as transport;

- pay for specialist or sessional trainers or course and training material fees such as the provision of an accredited first aid course.

Some states specifically exclude the purchase of capital equipment as a legitimate funding use. Use of funding for teacher relief time also differs from state to state; Cadets WA does not allow this; the VYDP guidelines explicitly state that the funding is not to be used to pay teachers to run the programs; whereas Active8 has made provision for funding to be used to make some payment to coordinators and instructors involved in the program.

Where the local program operates through a school (88% of all local program groups), the school principal is responsible for the acquittal of the funding provided to the local program group, using established education department financial accounting systems.

4.3 Funding per participant place

Funding is made available for an agreed number of participant places for each local program group. The level of funding provided per participant place has generally been considered adequate to cover the essential costs involved in providing the program at the local level. The funding per participant place for each of the state government sponsored youth development programs is indicated in the following table:

Table 1 Participant Place Funding

	First year	Subsequent years	Additional criteria
Cadets WA	\$450	\$450	Special arrangements are in place for funding ASCS units.
VYDP	\$450	\$400	
YAP	\$400	\$400	Limit of 25 funded places in first year and maximum of 50 funded places in subsequent years. From 2001, local program groups established for two years or more will receive \$350 per participant place.
Active8	\$450	\$350	Additional \$50 per new participant place to cover administrative costs incurred by the school.

Over time there have been some new initiatives and changes to funding policies of the state government sponsored youth development programs as each has sought to find equitable arrangements that take into account the differing circumstances of local program groups and associated provider organisations, as well as the overall financial constraints. For example, Cadets WA initially funded local program groups located in non-government schools at a lesser rate than those in public schools, although this was subsequently revised. Cadets WA has also made special arrangements for funding ASCS local program groups, particularly as a number of these groups were already existing cadet units. YAP has always had a cap on the maximum number of participant places funded (50) per local program group. Active8 has introduced a \$50 payment to the school for each new participant in recognition of the additional administrative demands made by the

program, particularly where the program is integrated into school curriculum and includes reporting to parents.

Active8's budget has also included small scale grants to enable the development and establishment of activities on a needs basis relating to such considerations as equity matters, remote and rural locations, cluster school arrangements and hybrid program developments.

4.4 'No charge' policy for participants

The state government sponsored youth development programs maintain a 'no charge' policy and in two states the funding policy specifically states that participants will not be asked to contribute money to any program activity. In other states, participants may be asked for a contribution towards some activity costs, particularly extension activities, and this is decided at a local program group level but it is generally anticipated that the funding provided will be sufficient to cover the major costs for participants. Local program groups can also engage in their own fundraising activities.

4.5 Payment of leaders and coordinators

The participation of the coordinators and leaders of the local program groups is voluntary. While coordinators and leaders have given willingly of their personal time in their involvement in local program groups, some arrangements are in place to provide some financial recognition of their efforts.

ASCS instructors and officers are able to claim an allowance for up to 42 days per year through their organisation, in line with ASCS criteria and guidelines. Leaders associated with other provider organisations may be able to claim reimbursement for out of pocket expenses, depending on the reimbursement policies of the provider organisations. Schools may decide that, where leaders or coordinators are employees of the school, that a proportion of their time spent with the local program groups can be counted as part of their workload.

Cadets WA has recently initiated an annual recognition awards program. Local program group management committees make recommendations about the award to be made to each of their instructors and leaders, in accordance with the award allocation made to the local program group, which is determined by a set ratio. Awards of between \$1,000 to \$2,500 have been received by these leaders.

4.6 Funding for provider organisations

The development of programs suitable for inclusion in the state government sponsored youth development programs and taking on a central coordinator role, which includes the training of new leaders, has often required a significant investment and ongoing contribution by the provider organisations.

Arrangements vary from state to state in the funding allocated direct to provider organisations. Most states have made seeding or up-front grants to provider organisations to support the development of the specific structured programs to be offered by local program groups and to assist with the identification of a position to take on a central

coordinator role. Some states have also been able to follow up with smaller once-off grants of several thousand dollars in subsequent years. The different funding arrangements across the states has raised a number of issues for provider organisations operating as part of a national organisation in terms of the extent of their involvement in the state programs, particularly for those organisations reliant predominantly on volunteers.

4.7 Sponsorship and other funding arrangements

Many local program groups can cite examples of tangible support from local businesses and organisations for their activities, such as the local bus company providing an additional bus run for country students to get home from their after school meeting, a local baker providing after school snacks, and local branches of the provider organisations providing safety equipment and teaching materials. Other support has also been made available to provider organisations specifically for activities involving local program groups, such as a camp bringing together participants of local program groups associated with the provider organisation from a particular region, or sponsoring some participants from local program groups to attend specialist programs or competitions.

Any sponsorship arrangements entered into by local program groups need the permission of the central units and usually must be in accordance with education department sponsorship guidelines.

In Western Australia, the Western Australian Lotteries Commission has provided another source of small grants funding for both local program groups and provider organisations.

The real cost of running local program groups must also take into account the “in kind contribution of the school”. For example, use of school camping and other equipment, school premises (including cleaning and maintenance) specifically allocated to the local program group, access to school activities to fundraise for the local program group, administrative support and recognition of the role (and duties) as coordinator or leader of the local program group as part of an employee’s duties.

5. Relationship with provider organisations

5.1 Range of provider organisations

A key feature of state government sponsored youth development programs is that the local program groups must be associated with a program developed by a provider organisation. By the beginning of September 2000, there were twenty four provider organisations across the four states in total (See Table 2). As well, the Duke of Edinburgh's Award is often undertaken in conjunction with the provider organisations' programs.

Table 2 Provider Organisations involved in the State Government Sponsored Youth Development Programs

Category	Provider Organisation	WA	VIC	QLD	SA
1. Royal Life/ Surf Life/ Vol Coastguard	1. Royal Life Saving Society of Australia	X	X	X	X
	2. Surf Life Saving Society of Australia	X	X	X	X
	3. Aust. Volunteer Coast Guard Assoc.		X		
2. Future Leaders	4. Scouts Australia		X	X	X
	5. Guides Australia		X	X	X
3. Australian Services Cadet Scheme	6. Air Training Corps	X	X	X	X
	7. Naval Reserve Cadets	X	X	X	X
	8. Australian Army Cadet Corps	X	X	X	X
4. Environment	9. Australian Trust for Conservation Volunteers				X
	10. Parks Victoria		X		
	11. Dept of Conservation and Land Management (WA)	X			
5. Red Cross/ St John	12. St John Ambulance Australia	X	X	X	X
	13. Australian Red Cross	X	X	X	X
	14. YMCA				X
6. Police/Police and Citizens' Youth Clubs	15. Federation of Police and Citizens' Youth Clubs Inc.	X			
	16. Western Australia Police Service	X			
	17. Victoria Police		X		
	18. SAPOL				X
7. Emergency Services	19. Fire & Emergency Services WA	X			
	20. Victoria State Emergency Service		X		
	21. State Emergency Service QLD			X	
	22. State Emergency Service SA				X
8. Country Fire	23. Country Fire Authority VIC		X		
	24. Country Fire Service SA				X
Other	Duke of Edinburgh's Award	X	X	X	X

Ten of the provider organisations involved branches of their organisation in two or more states. Eleven state government departments and statutory authorities were provider organisations, as well as the Commonwealth Department of Defence. Factors specific to both the relevant state government sponsored youth development programs and the relevant provider organisation account for the different involvement of provider organisations across the programs. Provider organisations have also joined the various state government sponsored youth development programs at different times. For example, 'lifesaving' local program groups have been part of the VYDP since commencement in 1997, whereas they have only recently commenced in Western Australia.

For the purposes of this Snapshot, the provider organisations have been grouped into eight categories:

- Environment
- Future Leaders – Scouts and Guides
- Aust Red Cross/ St John
- Royal Life/ Surf Life /Vol. Coastguard
- Emergency Services (for Cadets WA and YAP this also includes fire fighting)
- Country Fire
- Police/ Police and Citizens' Youth Clubs
- Australian Services Cadet Scheme

It is anticipated that as the state government sponsored youth development programs continue to evolve, the diversity of provider organisations involved will continue to expand. For example, planning is well advanced for several new provider organisations to join Active8 by the end of 2000 including Air Youth of SA, Carclew Youth Arts Centre and TransAdelaide.

A number of the provider organisations have given their programs distinctive and interesting titles such as CALM Bush Rangers, Police Rangers, Environment Corps, Future Leaders, CFA Youth Crew, Red Cross Community Leaders and Emergency Services Cadets.

5.2 Role of provider organisations

The role of, and expectations on, the provider organisations differ from state to state and within programs. In many instances, the provider organisations take on a lead coordinating role amongst the local program groups associated with their program, and in promoting the program both within their organisation and externally, particularly to schools who may wish to join the program. In some states there is a formal service agreement or memorandum of understanding between the provider organisation and the central unit administering the state program.

Some provider organisations have specifically established or converted a position within their organisation to take on the central coordinating role for the organisation. However, the creation of such a position has been primarily dependent on the number of local program groups associated with the provider organisation and the primary function and

resources available to the provider organisation. Central coordinators usually have a number of other tasks and functions to fulfil for their organisation. Because of the critical role played by the central coordinators, a change of personnel or additions to the coordinator's workload can have a significant impact on the extent of the provider organisation's association with and involvement in the state government sponsored youth development programs.

The provider organisations generally offer training, professional development opportunities and support to local program group leaders. In some states it is the central coordinator who deals with the majority of issues that may arise at the local program group level, particularly in relation to the delivery of the program and the smooth functioning of the local group. As many of the provider organisations require leaders to undergo rigorous leader training, the training of new leaders can be time consuming and costly for the provider organisation. Some local program groups will need a longer lead time for establishment of their programs where teachers/ leaders require specific leader training, for example ASCS unit leaders and instructors. As well, succession planning for leaders also needs to be set in place for each local program group so that the continuity of the group is not jeopardised by the lack of trained leaders.

The central coordinators play an important role in encouraging the local branch or section of the provider organisation to become involved with the local program group. This requires the central coordinator to have well developed working relationships within their organisations. Provider organisations' local branches/ sections are currently involved in a number of ways, including providing or loaning equipment, providing specialist training and assisting with program planning. This partnership between the local branch/ section of the provider organisation and the local program group varies across provider organisations and states but a strong relationship is perceived to benefit and enhance both groups.

The central coordinators have also been involved in advising about the feasibility of establishing local program groups in certain locations, particularly country areas, drawing on the local knowledge of the provider organisations. Provider organisations have taken into consideration the additional resources needed and challenges that may arise in delivering programs in rural and remote areas, and all categories of provider organisations are associated with local program groups in regional and country areas. Sometimes provider organisations have not had the capacity to support the demand from local program groups wanting to be associated with their program. Other provider organisations are concerned about their capacity to meet demand as the programs grow, especially where the provider organisations have a commitment to provide certain resources, such as uniforms, to their local program groups.

A number of provider organisations offer their full program to participants in the local program groups, for example the ASCS. In some instances, provider organisations have developed specific programs, adapted from their principal programs, that can be better accommodated by local program groups, for example the 'Future Leaders' program based on Scouting and Guiding. In other instances, provider organisations have developed a program based on the work of the organisation and training in place for staff and volunteers, for example the CALM Bush Ranger program. Modules from relevant vocational education and training packages in use by the provider organisations have been incorporated into the various program curriculum, and mapping against school curriculum

has also occurred. All the programs are designed to have a practical orientation (to learn by doing) and not only to be skill orientated but also to include provision for having fun.

Collaboration between provider organisations has resulted in a broader range of programs being offered, where several provider organisations have worked together to provide a full program, each organisation contributing specific parts. Some state programs require completion of certain core components, for example successful completion of an accredited first aid course or the Duke of Edinburgh's Bronze Award, and provider organisations have used the resources of other provider organisations to fulfil these requirements.

Another role of the provider organisation is to monitor the overall implementation of the provider organisations' program at the local program group to ensure the integrity and quality of the program being delivered. However, the capacity of provider organisations to take on this important role has been largely dependent on the ability and/or willingness of these organisations to devote resources to this task.

Provider organisations have also been actively involved in the development of the policies and guidelines of the state government sponsored youth development programs and in finding solutions to broader implementation issues through their participation on the central advisory committees.

5.3 Relationship with ASCS

The commencement of Cadets WA, based on the service cadets model, led to negotiations with the ASCS about the establishment of new ASCS cadet units and the involvement of existing ASCS cadet units in the state program.

The ASCS has developed the Cadets in High School Program to deliver additional support for the establishment of new military cadet units in high schools. Through this program the Australian Defence Force can provide support and resources of at least the same value offered by participating state and territory governments. This support can include:

- providing cadet uniforms;
- assisting with transport and facilities for annual cadet training camps;
- assisting with the selection and training of officers of cadets;
- paying allowances to officers and instructors of cadets.

In return it is expected that the state government sponsored youth development programs will fund participant places in new units and provide support to the high school cadet units in a similar way to that provided to other local program groups. The ASCS has strict criteria that must be met before approval is given to establish a new cadet unit. This criteria includes a minimum starting number of 30 cadets; instructors and officers need the correct qualifications (as well as having passed police checks and psychological assessments); the unit must be able to demonstrate financial viability; the unit must have access to adequate facilities; and the location of the unit must not have the potential to have a negative impact on other cadet units in the locality. The length of time needed to complete the training required to become an officer of cadets has meant that some ASCS units have needed a long establishment lead time (up to twelve months).

The differences in the policies and guidelines of the four state government youth development programs has created some confusion amongst ASCS units. ASCS units associated with the state government sponsored youth development programs (only 16% of all cadet units at the present time) do receive state participant place funding whereas other cadet units do not receive this funding. However, although offering the same program, the ASCS units associated with the state programs receive different amounts of funding per participant place depending on the state in which the unit is located. ASCS units may receive significantly less funding per participant place from Cadets WA, compared to similar local program groups associated with other provider organisations, because of the support offered by the Department of Defence through the Cadets in High Schools Program.

In Queensland, a decision was made by the YAP program that existing community ASCS units in schools could not convert to being a part of the YAP program. In contrast, Cadets WA has had a policy of actively encouraging existing ASCS units to join Cadets WA and the majority of units have done so. Some policy requirements of the state government sponsored youth development programs, such as the 'no weapons' policy, have caused concern that the full ASCS program may not be able to be offered. Different conditions in the memorandums of understanding or service agreements signed with the state programs has also required different reporting systems and procedures by the ASCS units depending on location.

Having to comply with the different implementation and accountability requirements of the four state programs has added another level of complexity and challenge for national organisations generally in trying to increase consistency in operation and program delivery across their local groups or units.

5.4 Relationship with the Duke of Edinburgh's Award

All the state government sponsored youth development programs have a relationship with the Duke of Edinburgh's Award program in their state. These programs already had well established links with schools and other provider organisations.

The Duke of Edinburgh's Award has been seen to complement the programs being offered through the local program groups. All VYDP participants are required to complete the Duke of Edinburgh's Bronze Award as a core component of the VYDP program. In the first two years of YAP, participation in the Duke of Edinburgh's Award was a compulsory core requirement of the program, but this was changed in 2000 to a recommended component. About half the YAP local program groups commencing in 2000 included participation in the Award as a core component of their programs.

Undertaking the Duke of Edinburgh's Award in conjunction with the provider program offered by the local program group is recommended by all the state government sponsored youth development programs. A number of participants have successfully completed the Duke of Edinburgh's Bronze Award and have gone on to pursue the Silver and Gold Awards.

6. Relationships with schools

6.1 Delivery through schools

The delivery of the state government sponsored youth development programs has been primarily through year levels 7-12 in schools. Currently 88% of local program groups across the four state programs are school based. In WA and SA this includes catholic and independent secondary schools, as well as state or public secondary schools. The voluntary nature of participation by both the schools and the participants in the program is seen as an important element for the success of the programs. There is usually sufficient flexibility within the broad program guidelines about the establishment, structure and operation of local program groups that allows for local program groups to be tailored to suit a diversity of needs and local conditions.

The processes and requirements for schools to become part of the programs vary from state to state, but generally schools wanting to establish a local program group need to form a relationship with a provider organisation about the type of local program group that it proposes to establish. The VYDP and YAP select new schools to form local program groups through a once-a-year call for applications, whereas Cadets WA and Active8 use a rolling expression of interest and application process throughout the year. All the state programs give consideration to the mix of provider organisations involvement and the distribution of local program groups across metropolitan and country areas in approving new local program groups. YAP has included an assessment of the local needs of young people and the availability of other youth development programs locally as part of the selection criteria for new local program groups.

Schools applying to participate in the programs need to be able to demonstrate strong support from the whole school community and preferably from the broader community as well. Some states require the chair of the school's governing body or council to sign the application from the school, along with the school principal. School communities demonstrate their strong commitment to the local program group by providing:

- or allowing access to appropriate facilities and other assets;
- senior staff (principal or deputy principal) to take an active role on the management or advisory committee;
- the coordinator with administrative support;
- time spent on coordination of (and leading) the local program group by school staff is taken into account in determining workloads;
- the local program group with opportunities to display their skills and celebrate their achievements before the whole school community.

Where there is strong support from the school, the program tends to be seen as a whole of school program and is well known and highly visible within the school. A commitment to the sustainability of the program over the longer term is also needed. The breadth of representation on the local program group's advisory or management committee tends to be an indicator of local community support for the program. Connection of the local

program group with the community is also demonstrated by the degree to which the local provider organisations' expertise is used to enhance the program.

The school principal is required to sign a service agreement or memorandum of understanding between the school and the central administrative unit (which can be on behalf of the relevant Minister) and/or the provider organisation. In Queensland for example, the nominated central coordinator of the provider organisation also signs the memorandum of understanding. Duty of care generally rests with the teacher involved in the group as the coordinator or adult leader, in line with the relevant education department policies, and with the provider organisations' trained leaders.

The school based nature of the programs can constrain how the state programs might be implemented at the local level, as certain procedures must be followed in accordance with the regulations and policies of the education departments. As well, the rotation and allocation of teaching staff to certain schools and positions, sometimes only for a short term, can impede the development of the local program group if coordinators and leaders change on a frequent basis.

On the other hand, implementation through schools has provided access to a greater number of young people who might not have been encouraged to participate in the programs otherwise, and it has provided a well developed system of policies and procedures, particularly in relation to supervision of participants, duty of care and risk management, screening and training of adult volunteers, and auditing requirements and accountability frameworks. Active8 takes the view that the school is running the program on behalf of the community.

6.2 Local decision making

Many decisions relating to the functioning of the local program groups and implementation of the programs are made at the local level. It is at the local level that decisions are made relating to:

- school/community/provider partnership arrangements;
- management/advisory committee membership and procedures (within set guidelines);
- holding the weekly meetings in school hours, after school hours or a combination of both;
- targeting specific groups of young people to become participants;
- the year levels of young people to be offered places as participants;
- inclusion of the program meeting time in school timetabling;
- the particular activities to be undertaken by the group;
- the degree of curriculum integration and recognition of learning outcomes for participants;
- in some instances, the uniform for the local program group.

Local program groups are required to establish a local management or advisory committee, comprising, at a minimum, the school principal or delegate, coordinator of the

local program group and other relevant stakeholders, such as a representative from the local section or branch of the provider organisation. The formation of this committee in the developmental phase of the proposal to establish a local program group can ensure a more consultative approach in the formation of the proposal. The role of the committee can include providing advice about various aspects of the operation of the local program group, assist in the development of the activity program and to monitor the spending of funds. It is generally the principal (sometimes in conjunction with the school's governing body or council) who decides the degree to which decision making is delegated to the committee. The state managers report having observed that the more dynamic local program groups have committees who are actively involved in decision making about implementation of the local program, including the spending of funds. The engagement of young people in local program group planning and implementation through representation on the local management or advisory committees does not seem to be well developed.

6.3 Commitment of participants

In joining a local program group, participants commit to:

- participating in a two year program (at least) of structured learning and skill development;
- meeting on a weekly basis for 1.5 to 2 hours minimum during the school year;
- meeting in school hours, after school hours or a combination of both;
- attending activities at weekends and during school holidays;
- wearing a 'uniform'.

A number of local program groups have had to introduce 'selection' processes as demand for places has exceeded the number of funded places and the capacity of the group to expand further. Many participants are proud of their own and their group's achievements.

Many local program groups have formal or informal structures in place for older participants to take a greater role in the planning and organisation of activities and the teaching of skills to younger and/or newer participants, allowing the adult coordinator and leaders to step back and take on more of a facilitation role. In a few instances, previous participants have returned to the group to assist the leaders/coordinators. Empowering all participants to take an active role in the local program planning and implementation is encouraged by some groups.

6.4 Role of local program group coordinators and leaders

The local program group coordinators and leaders are instrumental to the successful implementation of the programs. Without their contribution, the local program groups would not operate. While their primary task is the organisation and running of the local program group, their role includes a range of other tasks such as: liaison with the central coordinator of the provider organisation; promotion of the local program group within the school and local community; ensuring administrative systems are in place; and that the administrative requirements of the programs are met. The local program group coordinator needs the support of an active local management or advisory committee. As

well, a good working relationship between all the adults involved with the local program group is necessary.

The attributes required by the local program group coordinator include:

- looks for new and different things to do, creates opportunities for the group;
- organises and attends to administrative requirements;
- has empathy with young people, listens to what young people want to do;
- is able to move away from the teacher/ student relationship to an adult/ young person relationship;
- is “able to scrounge well” and has good personal networks in the local community, ability to cut through red tape;
- is in a position to offer a quality program and has access to appropriate resources;
- able to compromise in certain situations to achieve the overall desired outcome for the local program group.

In a number of instances the choice of provider organisation program by the local program group has been influenced by the availability of already trained leaders amongst the school staff. Otherwise it is usually necessary for the local program group leaders to undertake the leader training required by the provider organisation for the delivery of their program. This often requires leaders to make a commitment to a significant amount of training in their personal time, in addition to the time they are involved in the local program group activities and organisation.

Most local program groups require at least two leaders. The delivery of the program during school hours can restrict the number of adult volunteers who are able to become involved as leaders. Local program groups that have not made sufficient provision for succession planning for their leaders, are the groups most likely to experience difficulties over the longer term.

6.5 Role of school principals

Some school principals take an active role in relation to the local program group in their school. Others are interested in the group but have delegated the oversight of the group to another staff member. All the principals are responsible for the acquittal of participant place funding. In the 1999 evaluation of Cadets WA, 20% of principals reported being actively involved in the management committee of the local program group.⁷

The important role of school principals to the success of the program implementation at the local level has not necessarily been well articulated. In signing the application, principals commit their school to the provision of access to certain resources such as a

⁷ Training and Assessment Services, (1999) *Accepting the Challenge*. The findings of an Evaluation of the Cadets WA Program for the Western Australian Office of Youth Affairs, September, p28.

regular meeting place for the group and a secure storage area for uniforms and equipment. As well, decisions about such matters as staff time to be allocated to the program, the degree to which the program is embedded in school curriculum and timetabling and the recognition that might be provided for participants' and the group's achievements in the school environment all require the approval of the principal. Some local program groups have found that a change of direction for the school, brought about by a new school principal, has resulted in less infrastructure support for the program than indicated in the initial application. Gaining and maintaining the commitment of the school's governing body or council to supporting the implementation of the program in the school may help to overcome this.

The central units of the state government sponsored youth development programs have tried to ensure that the senior executives of the education departments are adequately briefed about the expectations and obligations on principals in relation to participation of schools in the programs. However, at the present time it would appear that school principals have not necessarily received much recognition for the critical role they play in local program implementation.

7. Statistical information

7.1 Introduction

This section of the Snapshot presents statistical information about the four state government sponsored youth development programs and the links with the Australian Services Cadet Scheme (ASCS).

7.2 Notes on the data

The data was supplied by the four state government sponsored youth development programs and the ASCS.

The state programs have different policies in regard to their central data collection. The actual number of participants in local program groups, particularly in the VYDP and in the YAP, is likely to be greater than the numbers reported here because in both states, only funded places are recorded. In a number of instances, estimates of numbers of participants for particular local program groups have had to be made from sub totals, knowledge of funding policies and ASCS data. As well, for some local program groups, participant numbers in the commencement year (particularly those groups starting late in the year) were not recorded in that year's total. Records of the few local program groups that ceased, particularly in the start up phase of the various state government sponsored youth development programs, were generally not included in the data made available, and were added from the personal knowledge of the relevant managers.

The Australian Services Cadet Scheme (ASCS) data supplied was data that had been collected and collated for the Topley Review. Data sets for December 1998, August 1999 and May 2000 have been used in this report. Cadet numbers do fluctuate over a yearly period as some cadets graduate and leave units at certain points while others join. Data for the ASCS prior to 1998 was not available.

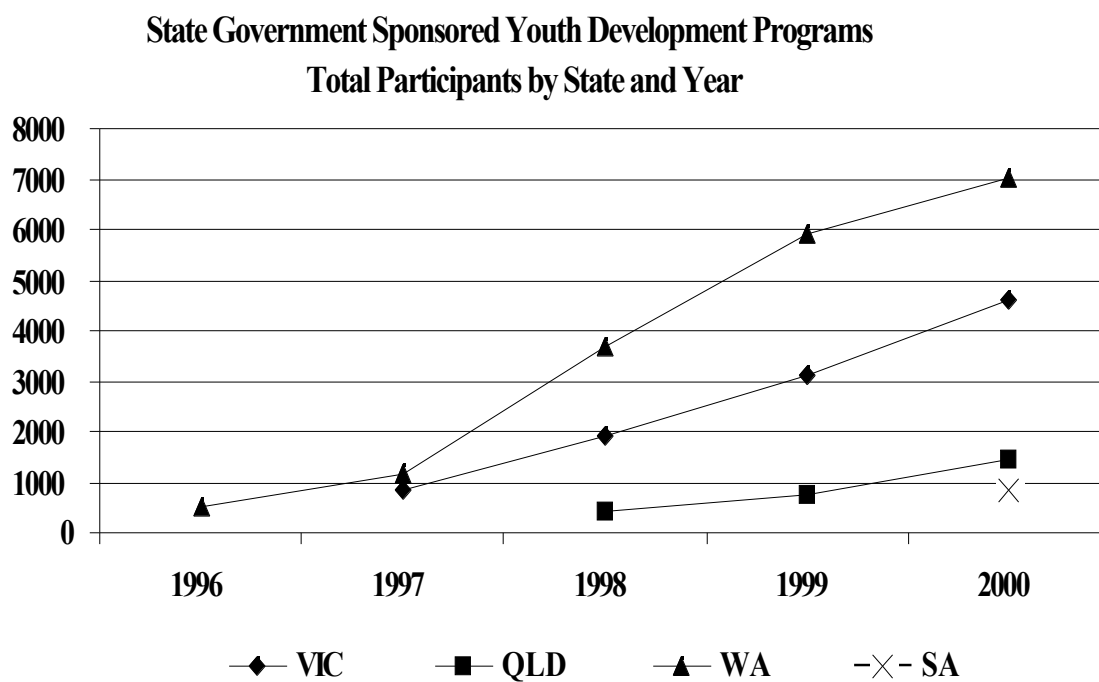
The statistical information presented here is a true 'snapshot' in that it reports on data for a specific point in time.

7.3 Total number of local program groups and participants since commencement

The past five years has seen the introduction of state government sponsored youth development programs in four states from 11 units in 1996 to 366 units in September 2000. Participant numbers have grown from a total of 500 young people in 1996 to at least 13,869 young people in September 2000. Around half the participants belong to the longest running state government sponsored youth development program, Cadets WA.

By September 2000 there were just over 7,000 participants in Cadets WA, followed by over 4,600 participants in the VYDP, over 1,420 participants in the YAP and 832 participants in the commencing local program groups in Active 8. (See Chart 1.)

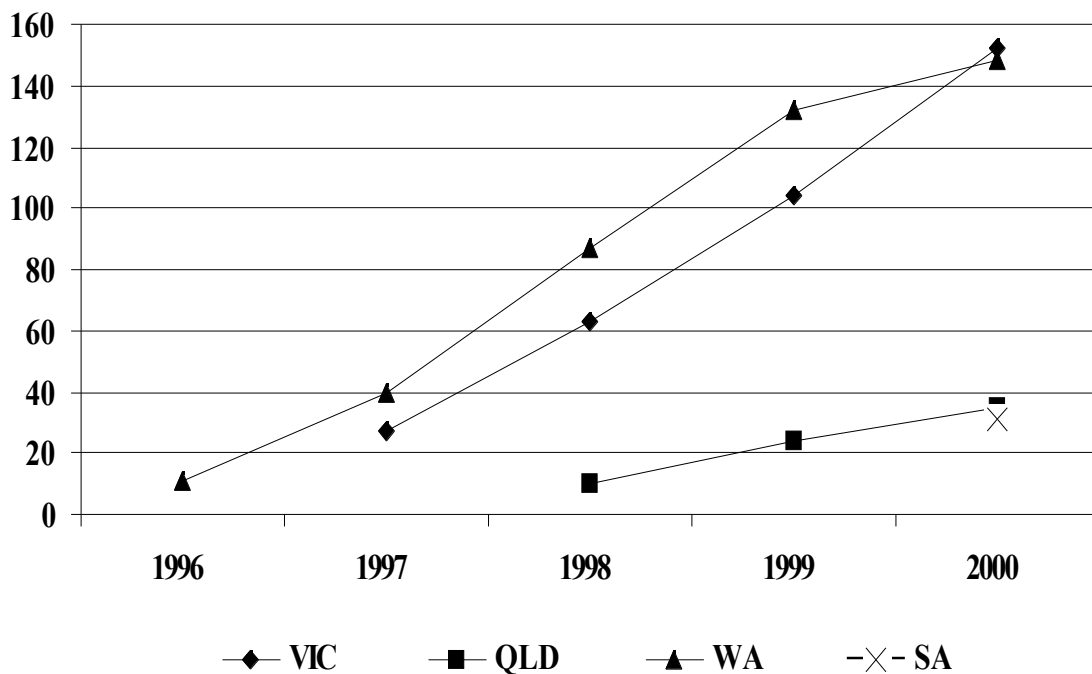
Chart 1



Since the commencement of each state government sponsored youth development program, the number of local program groups has increased in each state. By September 2000, there were 152 local program groups in VYDP, 148 local program groups in Cadets WA, 35 local program groups in YAP and 31 local program groups commencing in Active8. (See Chart 2.) Cadets WA anticipates that the nine existing ASCS units not currently part of Cadets WA will join by the end of 2000.

Chart 2

**State Government Sponsored Youth Development Programs
Total Local Program Groups by State and Year**

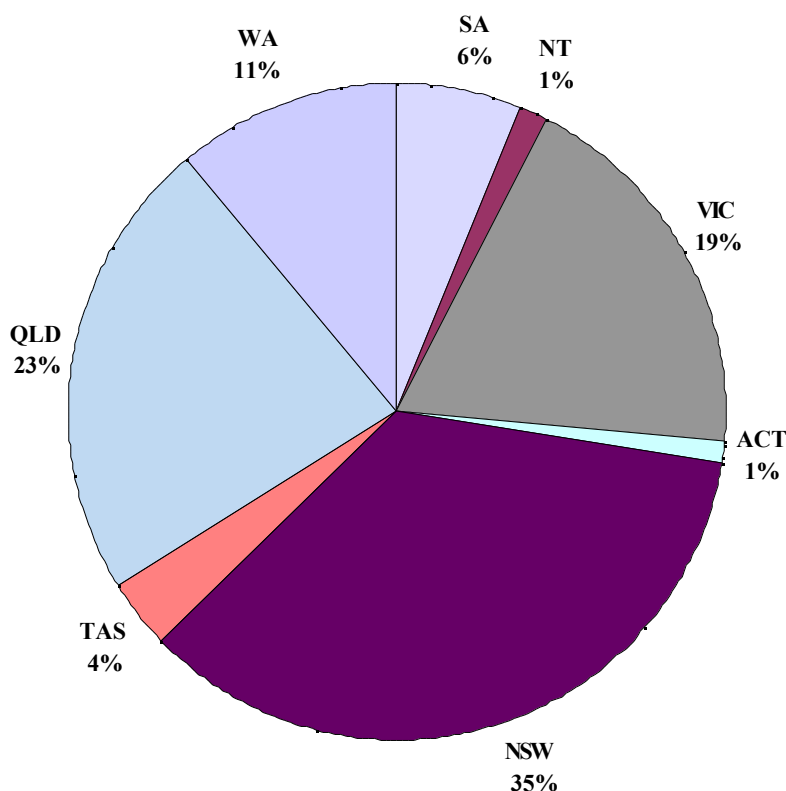


7.4 Australian Services Cadet Scheme (ASCS)

The Australian Services Cadet Scheme has units in each state and territory in Australia in the three services: Air Training Corp (ATC), Naval Reserve Cadets (NRC) and Australian Army Cadet Corps (ACC). In May 2000, there were almost 25,800 cadets in 427 local units. A third of these cadets were located in NSW. (See Chart 3.)

Chart 3

**Australian Services Cadet Scheme Percentage of the Total Number of Cadets in each State/Territory
May 2000**



The distribution of cadets in the three services across the states and territories varies. The largest proportion of cadets, over a quarter of the total, are in the Army Cadet Corps in NSW (see Chart 4 over the page). The number of units for each service also varies across the states and territories. QLD for example has more AIRTC units than ACC units, although the number of ACC cadets in that state is greater than the number of AIRTC cadets.

Chart 4

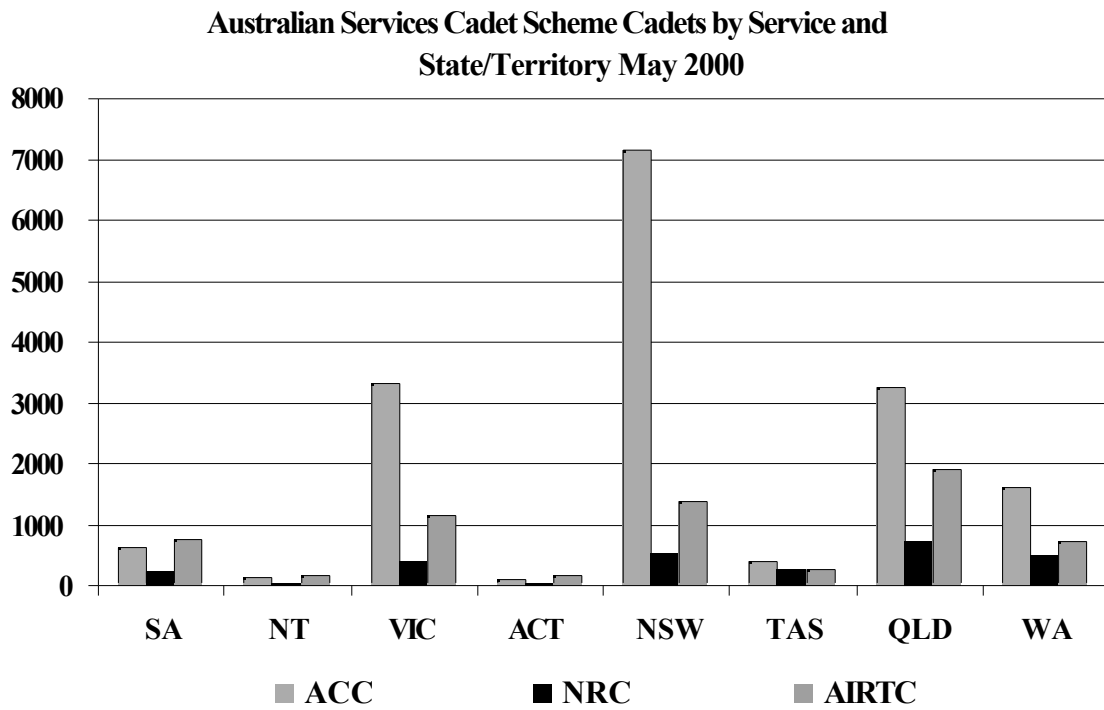
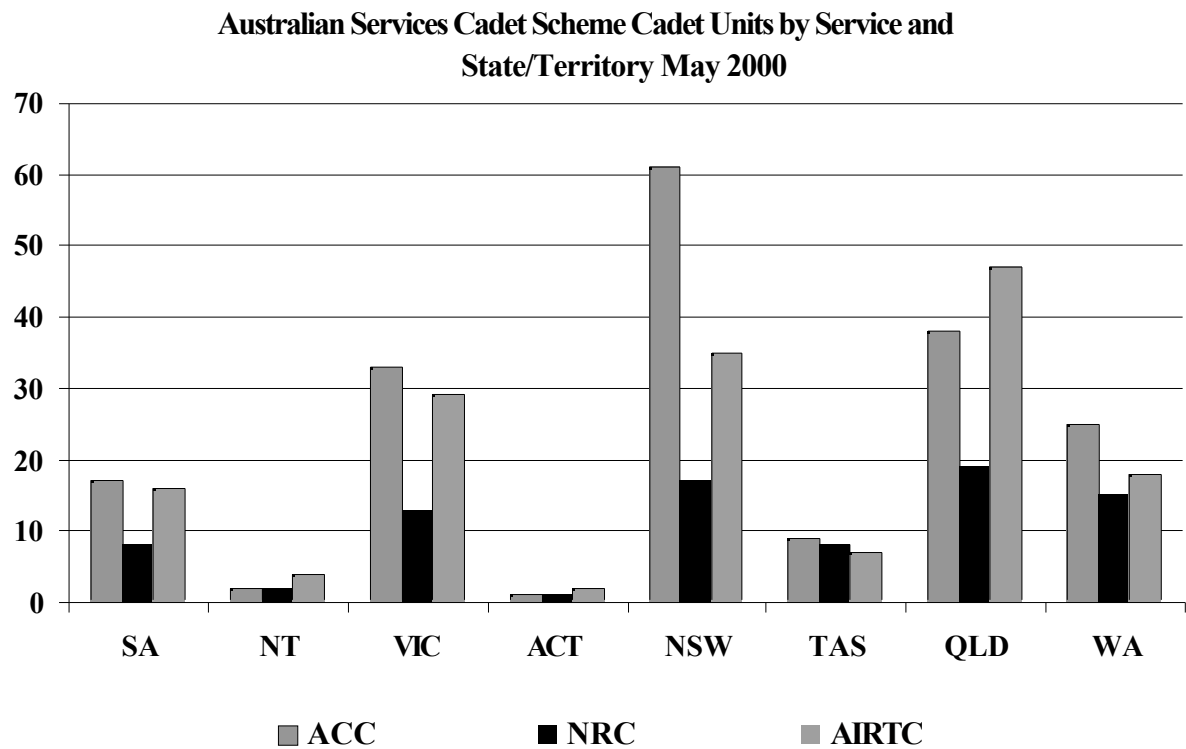


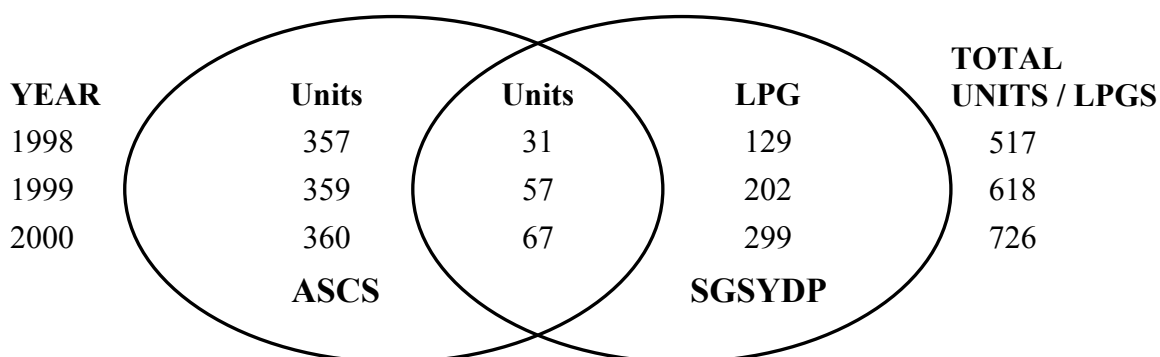
Chart 5



7.5 State Government Sponsored Youth Development Programs and Australian Services Cadet Scheme

From the commencement of all the state government sponsored youth development programs, ASCS units have been amongst the provider organisations. The ASCS units associated with the state government sponsored youth development programs (SGSYDP) may be established units or newly established units, depending on the policy of each state. Cadets WA has encouraged existing ASCS units whereas in QLD, the ASCS units must be new units. By September 2000, 67 (18%) of local program groups (LPGs) of the state government sponsored youth development programs were associated with the ASCS. (See Chart 6.) This comprised 16% of all ASCS units.

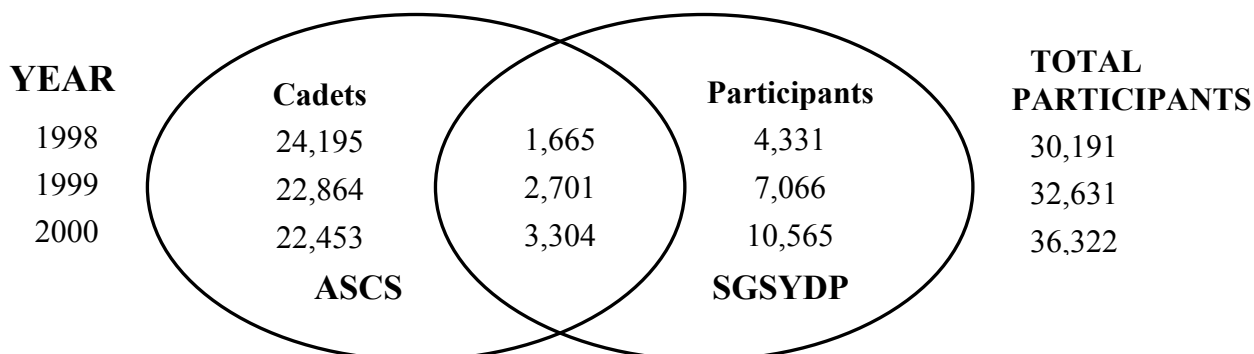
Chart 6 State Government Sponsored Youth Development Programs Local Program Groups and ASCS Units



While the number of ASCS units **not** associated with state government sponsored youth development programs has remained relatively constant over the past three years, the number of ASCS units associated with state government sponsored youth development programs has doubled. However, the increase in ASCS units cannot be solely attributed to the growth in the state government sponsored youth development programs local program groups because this total includes a number of existing units, particularly in WA.

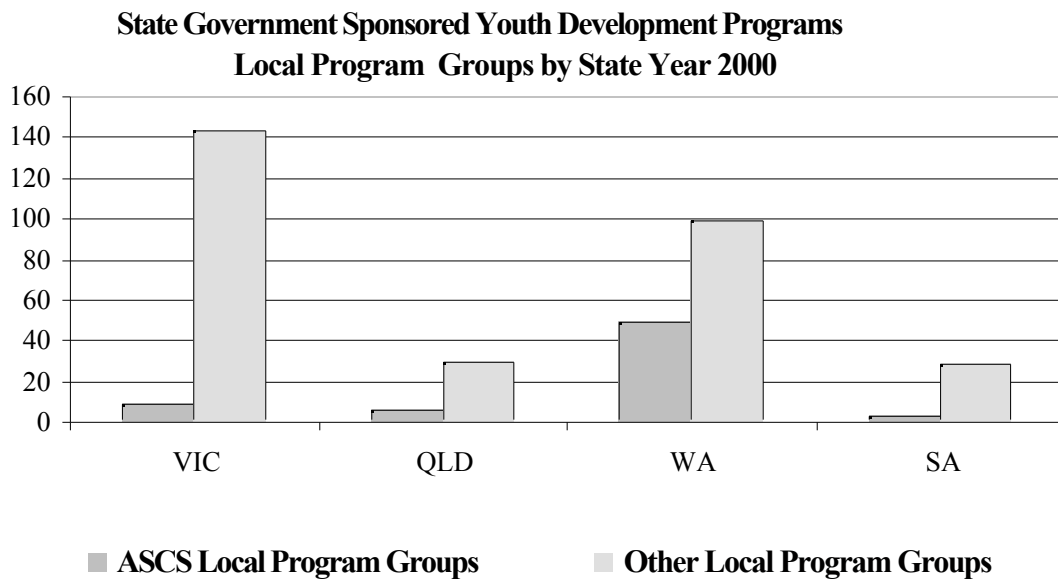
While the number of ASCS units has increased in the period 1998 to 2000, total cadet numbers have remained relatively unchanged. The number of cadets in units associated with state government sponsored youth development programs has doubled over this period. (See Chart 7.)

Chart 7 State Government Sponsored Youth Development Programs Participants and ASCS Cadets



ASCS units associated with state government sponsored youth development programs were not evenly distributed across states with around three quarters of the units located in WA. As at September 2000, ASCS cadets accounted for approximately a third of participants in the state government sponsored youth development program in WA but they were a much smaller proportion of participants in state government sponsored youth development programs in other states. (See Chart 8.) Cadets WA anticipates that all existing ASCS units will be associated with Cadets WA in the near future.

Chart 8



7.6 State Government Sponsored Youth Development Programs and the Secondary School Student Population

The state government sponsored youth development programs have been introduced primarily through schools at the secondary year levels. In QLD and VIC to date, the state government sponsored youth development programs are only accessible to secondary students attending state secondary schools. In WA, 17% of participating schools are non-government schools and in SA, 16% are non-government schools.

There maybe more than one local program group at a school; in these instances the local program groups are associated with different provider organisations. In a few instances, the local program group operates across two or a cluster of schools. Some of the existing ASCS units and Police and Citizens' Youth Clubs that have joined Cadets WA are not associated primarily with a particular school.

The number of participants in the state government sponsored youth development programs at September 2000 comprise approximately 2% of all secondary school students in the four states. The largest percentage of participant secondary school students was in WA, where just under 6% of WA secondary school students were participants. (See Chart 9.)

Chart 9

Participants in State Government Sponsored Youth Development Programs as a Percentage of Secondary School Students in that State

State	Number of secondary school students*	Number of participants in SGSYDP	SGSYDP participants as % of secondary school students
VIC	214,631#	4609	2.15%
	347,549		1.33%
QLD	152,166#	1420	0.93%
	235,596		0.60%
WA	125,186	7008§	5.60%
SA	90,585	832	0.91%

NOTES

* *ABS Schools Australia, 4221.0, 1999 (released April 2000) p12.*

Government schools only, as currently only secondary school students in government schools are eligible for the program. In QLD there is one exception where one local program group includes some young people not attending a government secondary school.

The state government sponsored youth development program in SA is open to young people, aged 15-19 years, not in formal education, employment or training, which could add approximately 8,500 eligible young people (*ABS Labour Force Status data, 6202, June 2000*).

§ This total may include a small number of young people not attending school who are eligible to remain in the ASCS units associated with Cadets WA.

7.7 Provider organisations associated with the state government sponsored youth development programs

As already noted, local program groups must be associated with a program developed by a provider organisation. The twentyfour provider organisations have been grouped into eight categories: Environment; Future Leaders (Scouts and Guides); Aust Red Cross/ St John; Royal Life/ Surf Life/ Vol Coastguard; Emergency Services (for Cadets WA and YAP this also includes fire fighting); Country Fire; Police/ Police and Citizens' Youth Clubs; and the Australian Services Cadet Scheme (ASCS).

As at September 2000, just over 20% of local program groups and 23% of participants were associated with emergency services provider organisations. (See Chart 10.) Local program groups associated with the ASCS had the highest percentage of participants (24%), although the percentage of local program groups was less at 18%. (See Chart 11.)

Chart 10

State Government Sponsored Youth Development Programs Percentage of Total Local Program Groups for Provider Categories September 2000

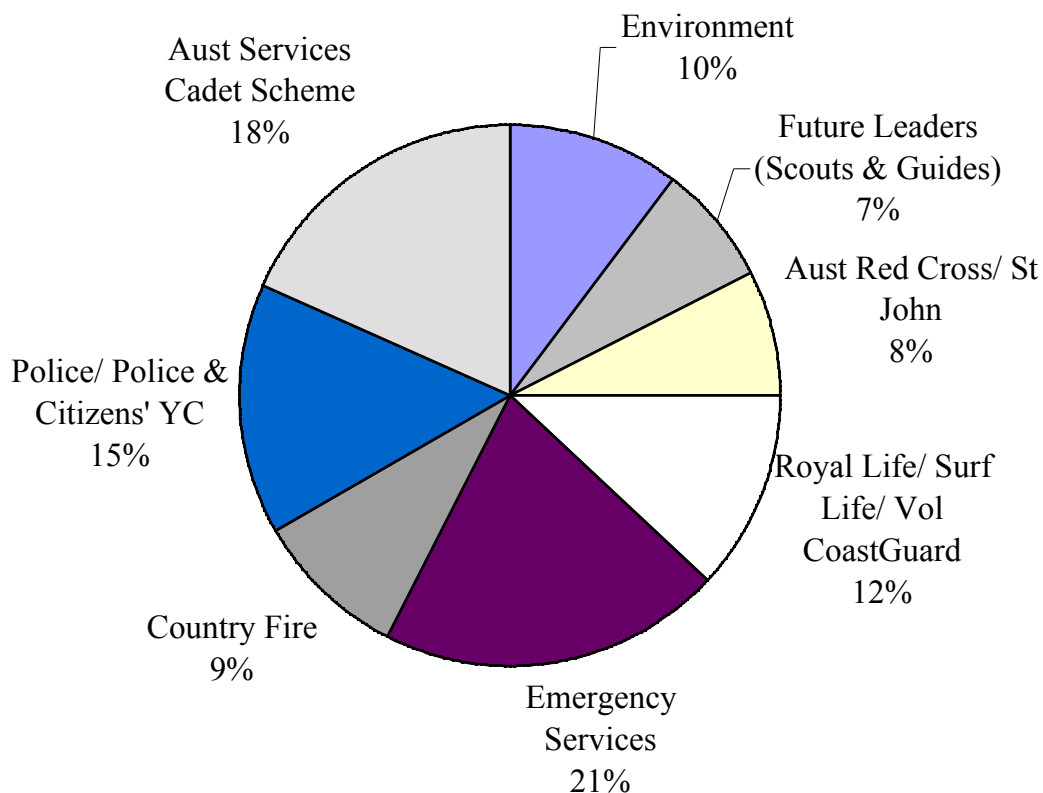
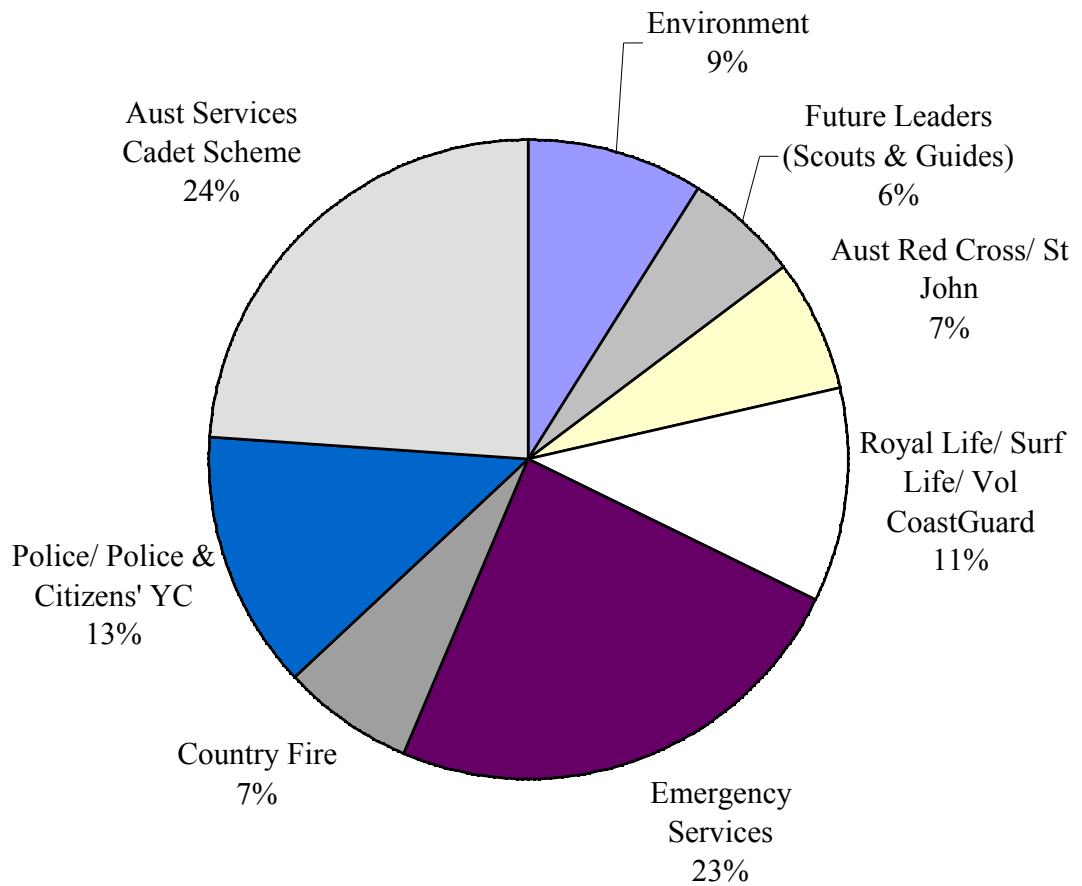


Chart 11

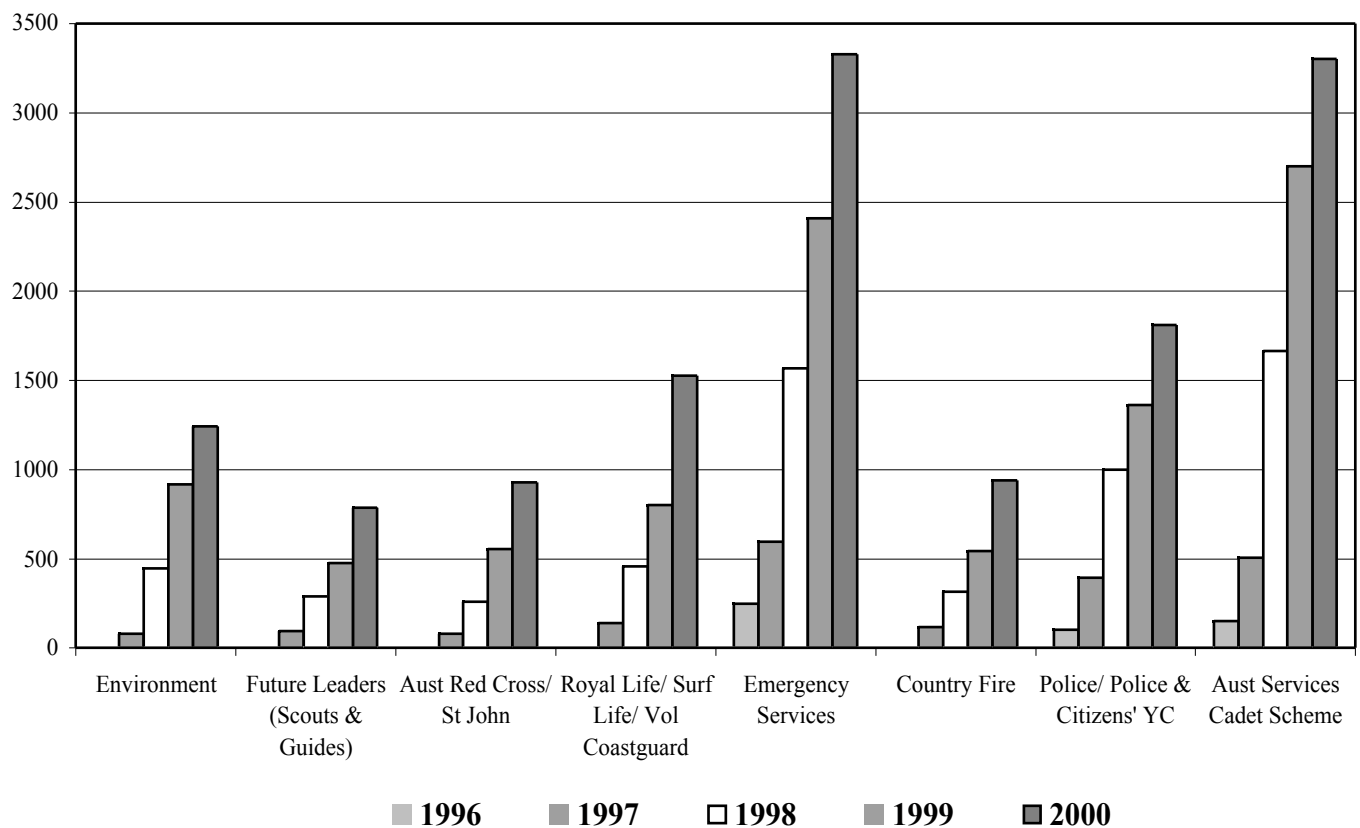
State Government Sponsored Youth Development Programs Percentage of Total Participants for Provider Organisation Categories September 2000



In 1996, local program groups existed in only three provider organisation categories: Emergency Services, Police/Police and Citizens' YC and ASCS. By 1997, local program groups existed in all eight provider organisation categories, although some individual provider organisations only joined in subsequent years. Participant numbers in all provider organisation categories have increased each year over the period from 1997 to 2000. (See Chart 12.)

Chart 12

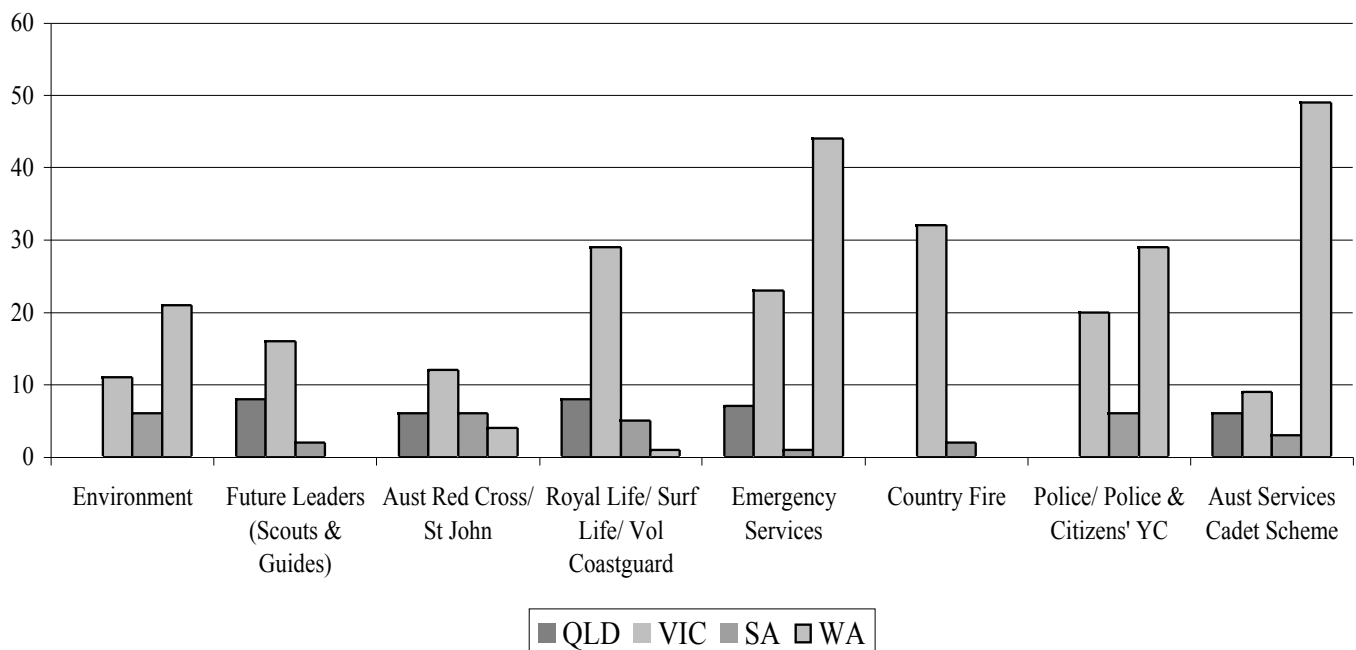
State Government Sponsored Youth Development Programs Total Number of Participants by Provider Organisation Category from 1996 to 2000



As at September 2000, not all provider organisation categories were present in all state government sponsored youth development programs. (See Chart 13.) In WA, the Future Leaders (Scouts and Guides program) was not part of Cadets WA and in QLD there were no provider organisations in the Police/Police and Citizens' YC category or Environment category. Factors specific to both the relevant state government sponsored youth development programs and the relevant provider organisation account for this difference. Provider organisations have also joined the various state government sponsored youth development programs at different times. For example, in VIC, lifesaving local program groups have existed since 1997 whereas they have only recently commenced in WA.

Chart 13

State Government Sponsored Youth Development Programs Number of Local Program Groups by Provider Organisation Category and State September 2000

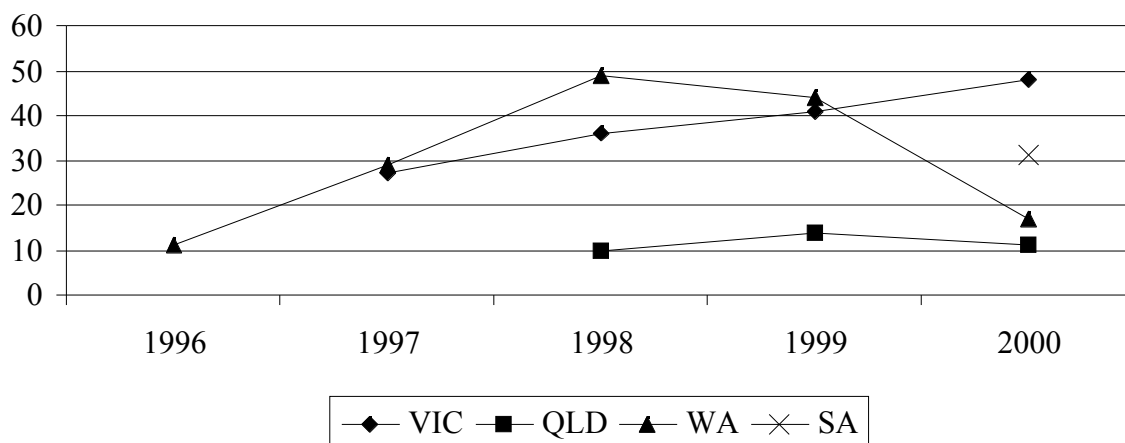


7.8 Local Program Groups

There has been an average of 100 new state government sponsored youth development programs local program groups commencing each year for the past three years. However, the number of local group commencements has varied across the states during this period. (See Chart 13.) The rapid expansion of Cadets WA in the first three years of operation has led to a slowing down of new local program group commencements in 2000. The Cadets WA new local program groups total also includes existing ASCS units and Police and Citizens' Youth Clubs joining Cadets WA. The VYDP has progressively increased the number of new program groups each year since commencement. There has been a decrease in new local program groups in YAP in 2000 after a slight increase in 1999. The Active8 program only commenced in mid 2000.

Chart 14

State Government Sponsored Youth Development Programs Number of New Local Program Groups commencing in each State from 1996 to 2000



The number of participants in new local program groups has averaged approximately 3,000 for the past three years. It can be assumed that these participants are new participants to state government sponsored youth development programs.

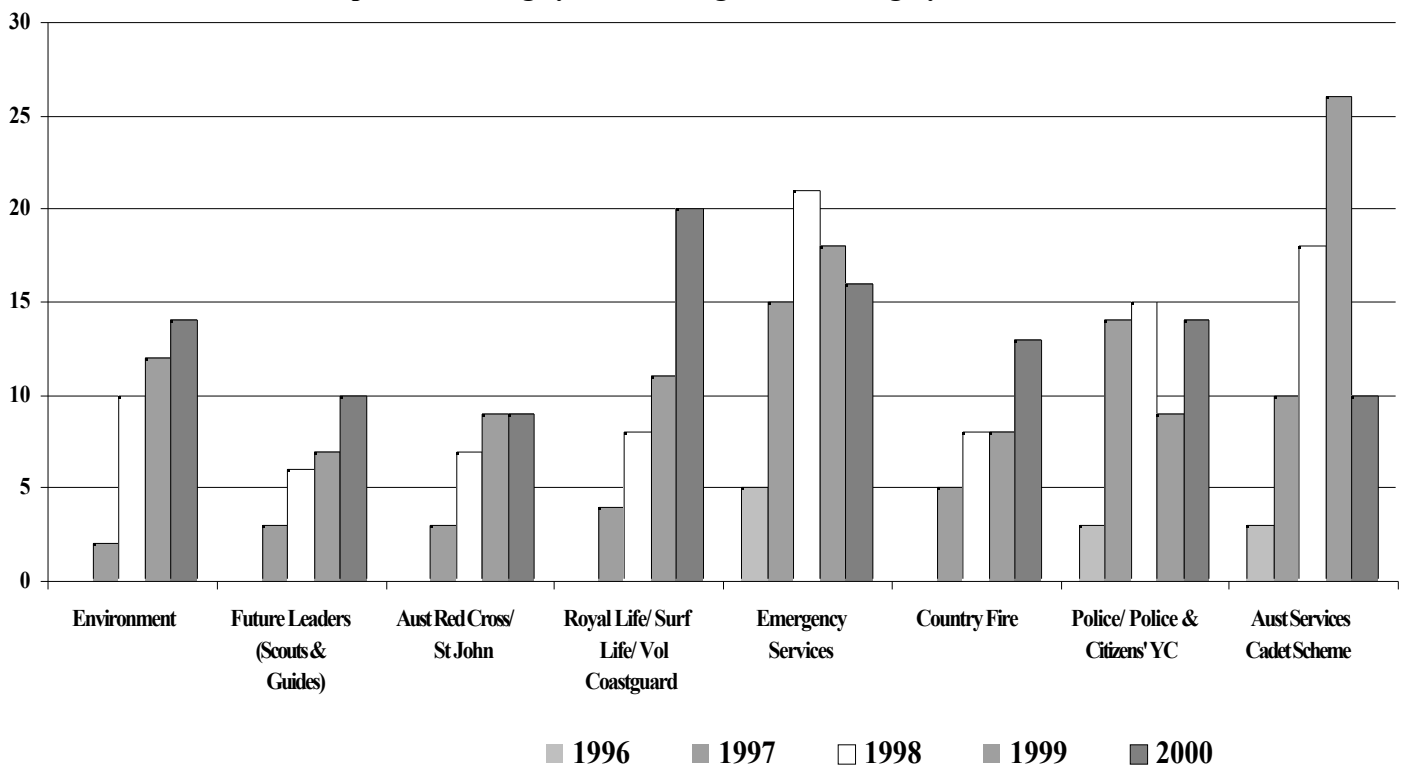
However, this is not a true indication of the number of new participants joining state government sponsored youth development programs each year, as new participants may also join existing programs, particularly if cohorts of participants join and leave over a two year cycle. The statistical data kept centrally by the state government sponsored youth development programs does not generally allow for the tracking of individual participant movements in joining and leaving local program groups.

New local program groups commencing by provider organisation category generally increased over the period from 1996 to 2000. (See Chart 15.)

The high rate of new program commencements for the emergency services category in 1998 can be attributed to the rapid expansion of the Cadets WA program. Existing ASCS units joining Cadets WA in 1998 and 1999 account for the increase in new local program groups in the ASCS provider organisation category in those years.

Chart 15

State Government Sponsored Youth Development Programs Number of New Local Program Groups Commencing by Provider Organisation Category from 1996 to 2000

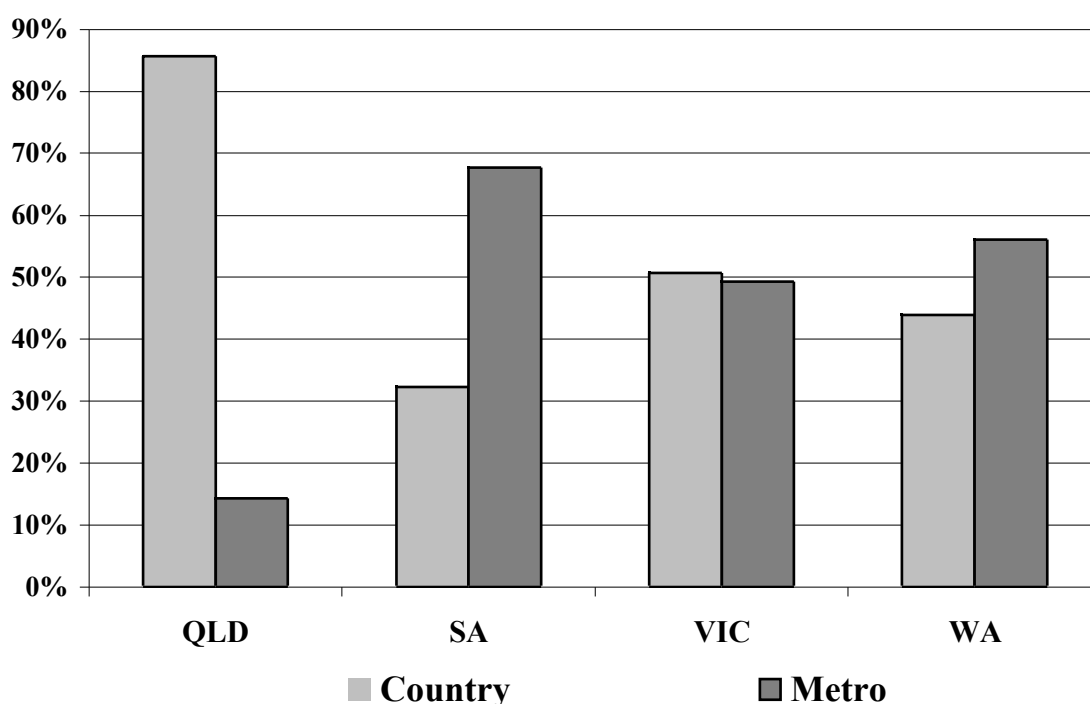


7.9 Location of local program groups

As at September 2000, almost half the total number of local program groups in the state government sponsored youth development programs were located in country areas. Local program groups in all states are well represented in country areas. In particular, over four fifths of local program groups in QLD are located in country regions.

Chart 16

**State Government Sponsored Youth Development Programs
Percentage of Local Program Groups located in Country/Metro Areas
for each State September 2000**



Similarly, at September 2000, participants in local program groups in country locations accounted for 43% of all participants. (See Chart 17)

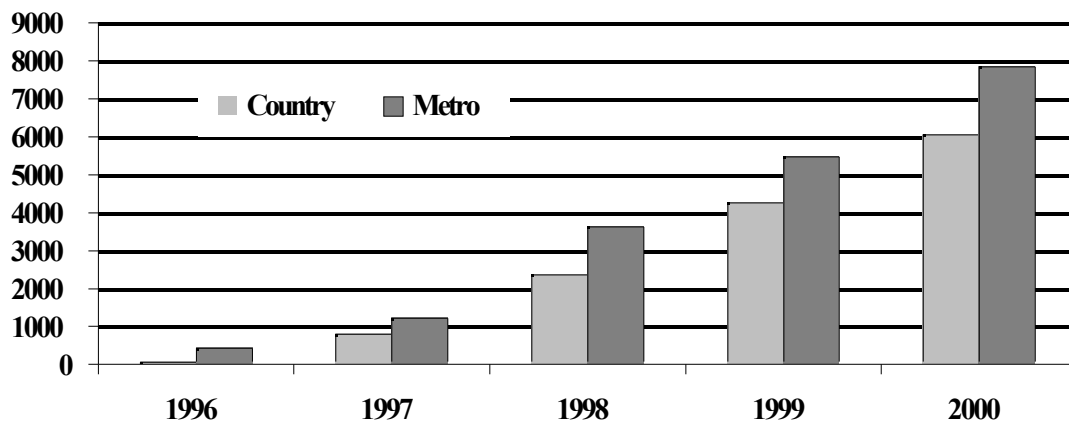
Chart 17 Percentage of Participants in Local Program Groups in Country and Metropolitan Locations by State September 2000

	Country	Metropolitan
QLD	88%	12%
SA	29%	71%
VIC	47%	53%
WA	34%	66%
Total	43%	57%

The proportion of participants in local program groups located in country areas compared to the proportion of participants in local program groups located in metropolitan areas has remained relatively constant over the last four years. (See Table 18.)

Chart 18

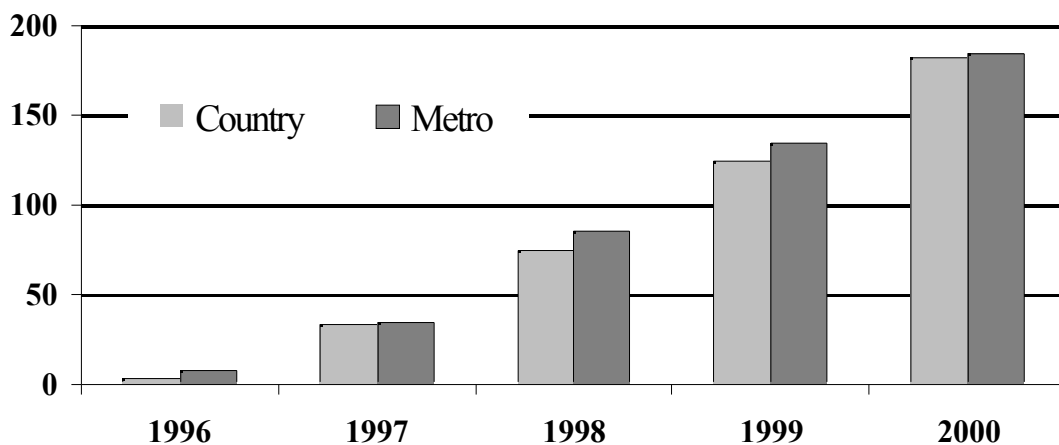
**State Government Sponsored Youth Development Programs
Number of Participants in Local Program Groups located in Country and
Metropolitan Areas from 1996 to 2000**



As well, the number of new local program groups commencing in metropolitan locations only slightly outweighed new local program groups commencing in country locations over the years 1996 to 2000. (See Chart 19.)

Chart 19

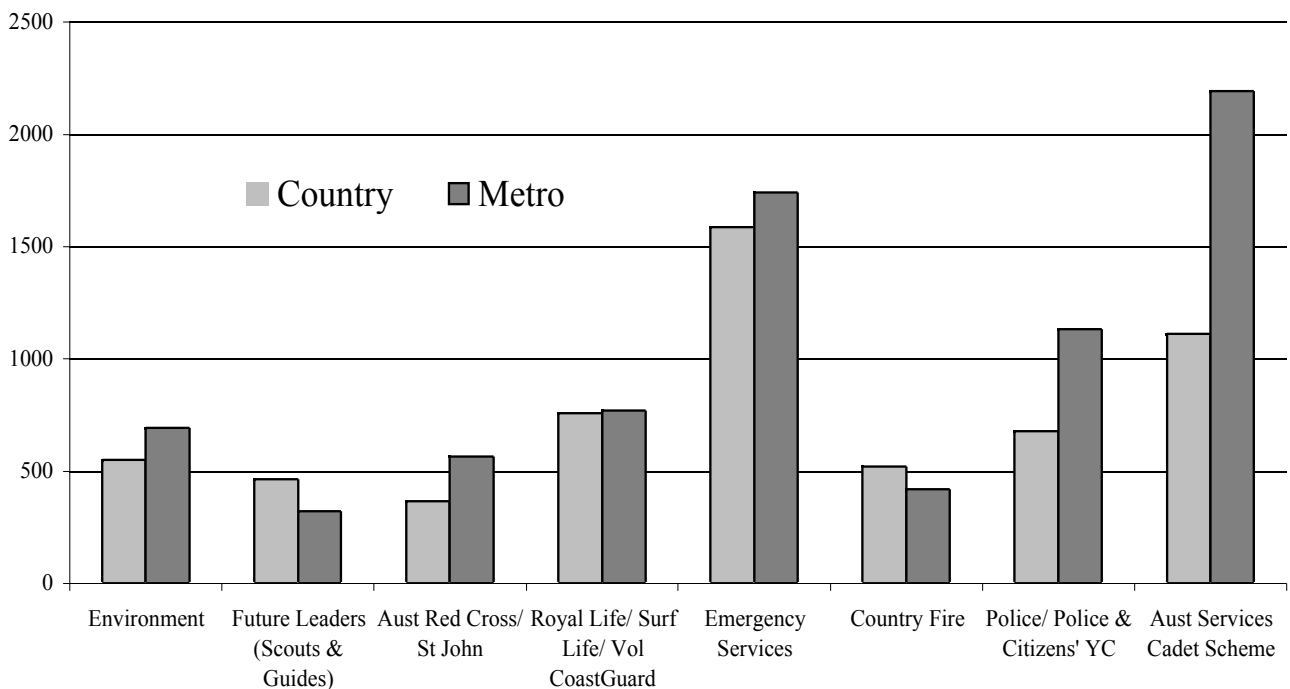
**State Government Sponsored Youth Development Programs
New Local Program Groups Commencing in Country and
Metropolitan Areas from 1996 to 2000**



All provider organisation categories were well represented in country locations at September 2000. Given the potentially increased cost and infra structure difficulties in providing programs in country locations, this is a significant finding. Local program groups located in outer metropolitan areas account for the Country Fire provider organisations association with metropolitan groups. The number of participants in country local program groups were also well represented for all provider organisation categories. (See Chart 20.)

Chart 20

State Government Sponsored Youth Development Programs Number of Participants in Local Program Groups by Location and Provider Organisation Category September 2000



7.10 Other demographic data about participants

Apart from the country/metropolitan location of local program groups, there is no other available detailed demographic data for all participants of the state government sponsored youth development programs. The only demographic data available is from occasional sample surveys of local program groups completed by the central units of the state government sponsored youth development programs or by provider organisations. In particular, data is generally unavailable, except for anecdotal reports, about the age of participants, the proportion of participants who are Aboriginal and/or Torres Strait Islander, who come from non-English speaking backgrounds, or who have a disability.

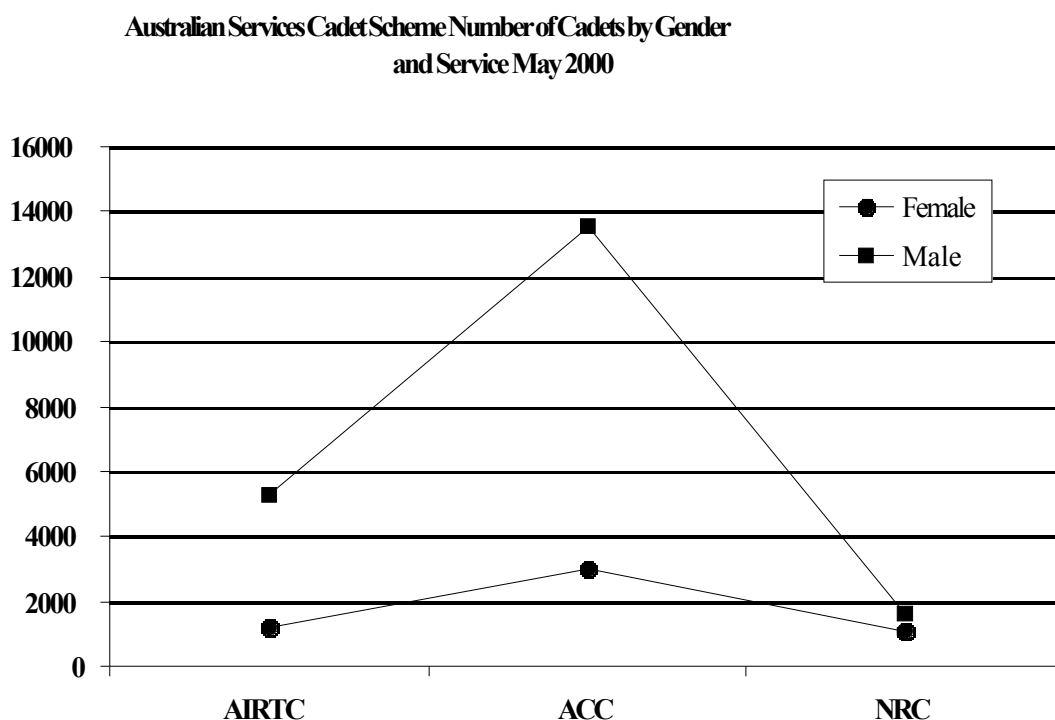
As part of the Topley Review, some detailed analysis of demographic data for ASCS cadets has been undertaken.

Gender

Anecdotal reports indicate that generally both genders are well represented amongst participants in state government sponsored youth development programs local program groups. Results from a survey, conducted in July 1999, of just under two thirds of Cadets WA local program groups, excluding ASCS units, indicated that 44.6% of participants were female. The YAP feedback forms for September 2000 indicated that female participants comprised 44% of participants of that program.

The ASCS is able to report cadet numbers by gender for the three services. Overall, four fifths of ASCS cadets were male at May 2000. A total of 82% of ACC cadets and 81% of AIRTC cadets were male, compared to 60% of NRC cadets. (See Chart 21.)

Chart 21



Other demographic information

To date only YAP has attempted to obtain additional demographic information about participants via quarterly reporting feedback forms, returned by local program group coordinators. At the September 2000 reporting, 85% of local program group coordinators had returned their forms. This information revealed that 13.5% of participants were Aboriginal and Torres Strait Islander young people located across 13 local program groups (three local program groups accounted for 87% of Aboriginal and Torres Strait Islander participants). As well, 5% of participants were reported to have a disability (one local program group which did not return their feedback form was a special school so the real percentage of participants with a disability is likely to be greater than this). While this information is incomplete, over time it does help to build up a more detailed picture of the young people participating in this program.

8. Conclusion

8.1 Growth of the state government sponsored youth development program

Overall there has been significant growth in the state government sponsored youth development programs since the inception of the first program four years ago. There are two ways in which the programs can grow: first by the establishment of new local program groups; and second through increasing the number of participants in existing local program groups. All the state programs have planned for growth in participant numbers for 2001, although the YAP is not planning to establish any new local program groups. As the programs grow, there is a need to develop more complex and sophisticated administrative systems at greater cost to the programs.

The numbers of new local program groups that have been established each year have reflected different patterns across the states. For Cadets WA, there was a rapid increase in the number of new local program groups over the first three years but this has slowed in 2000. This rapid increase in local program groups was boosted by the inclusion of a number of existing ASCS units and PCYC groups into Cadets WA. The VYDP has maintained a pattern of steady increase in the establishment of new local program groups each year. The YAP has established a similar number of new local program groups each year.

A number of factors influence growth and being able to sustain that growth. While budget allocations and funding availability is critical, it is not the only factor. The commitment to triennium funding for the programs has been important to their success because of the significant investment in resources and effort that is needed in the start up phase of the programs and in the establishment of local program groups. Because demand for funding of participant places has been greater than budget allocations in most instances, the programs have had to find a balance between funding new participant places in new local program groups and funding additional participant places in existing local program groups.

Growth of the programs is also influenced by the ability of both provider organisations and schools to continue to support existing and new local program groups. Issues such as finding sufficient adult leaders, resources needed to train new leaders, providing resources and support to an increased number of local program groups, all impact on growth and, in particular, whether the growth can be sustained. For some provider organisations it is likely that there will be an optimum number of local program groups and participants that the provider organisation has the capacity to sustain. As well, not all schools are likely to want to establish local program groups. Changes of personnel in the school or provider organisation, resulting in the waning of enthusiasm and support for the local program groups, and other competing interests and local issues will also impact on future demand for the programs. This presents some challenges to the programs if continued growth is to be achieved, and new ways of structuring and operating the programs may be necessary.

8.2 Access and equity considerations

One of the essential characteristics of youth development programs noted in the National Youth Development Strategy was that of an inclusive ethos. All the state government sponsored youth development programs have policies of voluntary participation by young people.

The major access and equity strategies adopted by the programs have been:

- no cost to participants; and
- the establishment of local program groups state wide.

Although the ‘no cost’ policies in some states have been tied to the school charges policies for state schools, the general notion of ‘no cost’ has enabled young people to participate in the programs who otherwise may have been prevented from doing so.

The programs have ensured that local program groups have been established outside the metropolitan areas. All provider organisation categories are represented in country areas as well as metropolitan areas. For some states this has required sufficient flexibility in the program to accommodate different local conditions, such as smaller local program group size.

None of the programs have been set up to specifically target groups of young people, such as young people at risk of leaving school. It has been at the local program group level that decisions have been made about whether certain young people or groups of young people will be offered places in the program in the first instance. For example, at least one local program group has reserved a proportion of participant places in the group for young people attending the school’s special class.

The fact that the program can be offered in school hours and through the school also increases the opportunity for some young people to be involved, who wouldn’t otherwise for a variety of reasons such as lack of transport to get to a community group, shyness about joining a new group where other participants are not known, parental concerns about their children joining a group located in the community for cultural reasons.

While anecdotal evidence suggests that there are a diversity of young people currently participating in the programs and that the programs are attractive to a diverse group of young people, without access to the demographic profiles of participants this can not be easily demonstrated or argued. As well, it is difficult to ascertain if certain groups of young people are not participating in the programs. Until demographic data about participants is collected, the claim to an inclusive ethos by the programs remains untested.

8.3 Opportunities for school and community partnerships

The state government sponsored youth development programs offer some new opportunities for fostering productive school and community partnerships. The connection of the local program groups with the local community can be of a different nature to other school and community partnerships, as the local program groups have the additional association with provider organisations.

Adults involved in the provider organisations, who otherwise may not become involved in school based activities, may become involved in their local program groups. This opens up opportunities for participants and adult volunteers to develop a different relationship as they get to know, respect and learn from each other through their common interest. The representation on the local program group management or advisory committee can be an indication of the involvement of the local community with the group. It also provides another forum for interaction and dialogue between community members and the school.

The young people participating in the local program groups are identified both with the school and the provider organisation. The show casing by young people of skills learnt through participation in the local program group, such as fire fighting and first aid, at local community events, can provide opportunities for reinforcing the notion that young people are active, positive contributors to the community, as well as increasing the profile of the school. This is further reinforced by the community service component of the program, encouraging other connections between the local community and the school.

8.4 Monitoring and evaluation

Much of the effort to date of the central units of the state government sponsored youth development programs has gone into the implementation of the program, encouraging provider organisations to join, establishing new local programs groups and promoting the program. The need for effective monitoring and evaluation strategies to be set in place has become increasingly evident with the growth of the programs so that consistency in program implementation across local program groups and in the quality of program delivery is maintained. The monitoring and evaluation of the programs require access to well developed data sets about the programs.

8.4.1 Data collection

Basic minimum data about participants

To be able to more clearly identify the diversity of young people who may be involved with the state government sponsored youth development programs, it is necessary, at a minimum to collect data about:

- age;
- gender;
- Aboriginal and/or Torres Strait Islander young people;
- young people who speak a language other than English at home and/ or born overseas;
- young people with a disability or disabilities;
- primary home postcode.

The challenge is to collect this information without creating administrative systems that are burdensome to both the central units and the local program groups, who are particularly reliant on volunteer time. However, similar information about participants has

been collected by a variety of other programs, such as the employment programs, and is already collected by schools. It should be possible for innovative solutions to be found to data collection so that more extensive data sets about the participants of state government sponsored youth development programs can be established.

Other information about participants

Other information about participants relating to their involvement in local program groups is also needed to be able to track changes over time and in evaluating programs. However, while roll books of individuals attending meetings and activities are often kept, this information is not generally collected or expanded to provide a picture of the patterns of participation for individual young people, which could be collated into a more substantial dataset. Information needed to provide a more substantial picture of the patterns of participation of young people includes:

- year level at commencement and leaving the local program group;
- duration of time spent as a participant in a local program group and relationship to year level at commencement;
- percentage of actual time spent on various local program group activities over the duration of time as a participant;
- completion of program modules or certificates and other achievements;
- number of young people continuing/ returning to local program groups as leaders and relationship with patterns of participation.

The ‘tracking’ of the participation of at least a sample of young people, will enable better assessment of factors such as the optimum length of time spent in the program and whether this is related to other factors such as age of commencement or year level.

Information about local program groups

As well, it is necessary to collect information about the local program groups. This data should include:

- suburb or postcode location;
- location, such as school based or community organisation based;
- establishment date;
- primary provider organisation (that is the program to be delivered);
- age range and/ or range of year levels of participants to whom the program is offered;
- regular meeting time/s (for example in school hours, out of school hours, combination of both);
- participant numbers reported at quarterly or half yearly periods;
- leader numbers and qualifications;
- membership of the advisory or management committee.

The collection of information about community services activities undertaken by each local program group would build up a picture of the nature of the volunteer activity that is supported by involvement in the state government sponsored youth development programs.

These three sets of information about the participants and the local program groups will provide a sound data base from which a number of assertions about the programs will be able to be tested. As well, the impacts (and hidden consequences) of changes of policy direction and administrative procedures will be able to be better assessed.

8.4.2 Monitoring and evaluation strategies

Monitoring

Monitoring of the implementation of the programs is necessary to ensure consistency of experience and quality of outcomes for participants. Monitoring can include a range of different strategies but, as well as collecting the data sets indicated above, at a minimum monitoring strategies should include:

- mechanisms for regular participant reporting on their satisfaction with the program;
- periodic reviews of local program groups' structure and functioning, including an assessment of the capacity and/ or willingness of the school and provider organisation to continue to provide support;
- regular meetings with provider organisations to discuss implementation issues and find solutions;
- opportunities for local program group coordinators to provide feedback about the implementation of the program and functioning of their group;
- opportunities for the active engagement of the voice of young people in shaping the program and its implementation.

Evaluation

The three state government sponsored youth development programs that have been in operation for several years have all commissioned evaluations of their programs. While these evaluations have provided useful information about the programs and a series of recommendations designed to enhance the programs, it is important that evaluation is not seen as an activity that is only undertaken occasionally.

Strategies for evaluating the programs should include:

- ongoing review of program components at multiple levels;
- evaluation being imbedded from the outset of the implementation of the program;
- the development of key measures of outcomes using both quantitative and qualitative data;
- commissioning external evaluations of the programs that provide more in depth information about various aspects of the program;
- the involvement of young people (participants) in all stages of any evaluative process.

As well, evaluation strategies could include more ambitious projects such as an attempt to assess the impact of the program on encouraging young people to complete year 12 or take up other training opportunities; the extent to which these programs might displace involvement by participants in other youth development programs; possible relationships between involvement in the program and participants' future engagement in volunteer and community service activities. Claims about the effectiveness and contribution of the programs in terms of investment in social capital and increased social connectedness and community participation are other areas that warrant further research.

8.5 Future

The state government sponsored youth development programs have experienced considerable support and success to date. As the programs are still relatively new, they are evolving in regard to the nature and scope of opportunities that can be offered to young people through this positive youth development approach. While the full identification of the benefits to young people, schools, provider organisations and local communities in becoming involved in these programs is still in the formative stage, indicators to date suggest that these programs provide new opportunities for increased partnerships between all stakeholders.

However, for the future of these programs to be assured, the programs must be able to demonstrate their effectiveness in achieving their stated outcomes. The regular collection of detailed information about the programs and participants, such as contained in this Snapshot, along with the data sets recommended above and enhanced evaluation strategies will provide the evidence needed to demonstrate this.

APPENDIX ONE

SNAPSHOT ONE INFORMATION COLLECTION SCHEDULE

	STATE CORE PROGRAM
1.	Purpose/Outcome
2.	Quantitative performance indicators
3.	Qualitative performance Indicators
4.	Educational/ training outcomes and education/ training methodologies to be used
5.	Age range
6.	Scope (range or restrictions on number of groups participating)
7.	Structure of state program, organisations involved (public and independent schools or other organisations), how selected
8.	Funding provided by State program, estimated cost to host organisations and providers
9.	Funding use policy
10.	Acquittal requirements
11.	Fees for participants policy
12.	Staffing policies, guidelines, protocols
13.	Duty of care
14.	Risk management and insurance arrangements
15.	Weapons policy
16.	Uniform policy
17.	State program staffing structures (roles and responsibility inc dept. location)
18.	Newsletters, other publications, conferences, networking with others in program
19.	Promotion strategy
20.	Training program provided for host organisations and provider (content, initially and on going) and other documentation
21.	Criteria for participation of community organisations
22.	Equity strategy
23.	Recording and reporting on skills policy/requirements, recognition by state program for participants, host organisations and providers
24.	Other accountability requirements including statistical reporting
25.	Advisory structures to state program
26.	Evaluation (including satisfaction and other feedback from participants)
	PARTICIPANTS
27.	Numbers, any demographic details (age, gender, location, NESB etc, commencement, retention rates, achievements)
	• 1996
	• 1997
	• 1998
	• 1999
	• Anticipated 2000
	• Predicted 2001

Appendix One *continued*

	PARTICIPANTS continued
28.	Program structure
29.	Time allocation of participant
30.	Commitment requirement by participants
	HOST ORGANISATIONS
31.	Role of host organisation
32.	Role of teacher coordinator, other coordinators, recognition (eg reimbursement, teacher relief time, other)
33.	Role in training leaders, professional development
34.	Role of volunteers in developing/implementing/ maintaining programs
35.	Community support group requirement
36.	Involvement of young people in decision making
	PROVIDERS
37.	Checks on provider personnel, staffing policies and procedures (inc volunteers)
38.	Role of provider (generally and specifically in relation to community based cadet style program)
39.	Role of volunteers in the provider organisation and in program development/ implementation/ maintenance
40.	Memorandum of understanding (or other agreement) with providers
41.	Funding for providers (organisational level, funding of paid staff and volunteers)
42.	Training leaders
43.	Involvement of young people in decision making
44.	What training is offered to participants in the program
45.	Educational/ training outcomes and education/ training methodologies used
46.	How learning /educational outcomes recognised by providers
	OTHER
47.	Connection with Duke of Edinburgh's Award
48.	Sponsorship
49.	Extent of subcontracting – strategic partnerships between host organisation and service provider
50.	Strengths of various programs – earmarking good practice

APPENDIX TWO

GOOD PRACTICE STRUCTURED INTERVIEW

1. What particular aspects of your state program do you think work particularly well and why?
2.
 - a) What were the constraints in setting up your state program?
 - b) Are these still constraints?
 - c) Are there any new constraints that have arisen since the commencement of your program?
3. Were there any/many provider groups and schools who showed an initial interest but did not join the program? Who were they and what did they give as their reasons?
4. If you were setting up your state program again what would you do differently?
5. Are there any major changes proposed for your state program in the near future? If so, what are they?
6. What do you consider are the essential elements/characteristics of good practice for a state supported community based cadet style program?
7. What do you consider are the essential elements/characteristics of good practice for provider organisations that are associated with a state supported community based cadet style program?
8. What do you consider are the essential elements/characteristics of good practice in local program delivery within a state supported community based cadet style program?
9. Can you identify three specific local program delivery sites (in your state) that you consider characterise some or all of the essential elements/characteristics of good practice?

(Name and brief description of group and characteristics of good practice.)

ACRONYMS

ACC	Australian Army Cadet Corps
Active8	South Australian Active8 Premier's Youth Challenge
AIRTC	Air Training Corp
ASCS	Australian Services Cadet Scheme
Cadets WA	Western Australian state youth development program
DETYA	Commonwealth Department of Education, Training and Youth Affairs
LPG	Local program groups
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
NRC	Naval Reserve Cadets
PCYC	Police and Citizens' Youth Clubs (in NSW Police and Community Youth Clubs)
QLD	Queensland
SA	South Australia
SGSYDP	State Government Sponsored Youth Development Programs
VIC	Victoria
VYDP	Victorian Youth Development Program
WA	Western Australia
YAP	Queensland Youth Action Program