

Labour Market Assistance

A net impact study

Off and part benefit outcomes measured in 2008

**Evaluation and Program Performance Branch
Research Analysis and Evaluation Group
Department of Education, Employment
and Workplace Relations
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Executive Summary

This study examined the impact of programs and services in terms of the improvements in both the off/part-benefit outcomes and the off-benefit outcomes of job seekers. A net impact approach was used to compare the outcomes achieved by program participants with those of matched comparison groups. This approach has been used to assess the effectiveness of labour market programs both in Australia and internationally. The methodology used in this study is in line with that suggested by the Productivity Commission and the OECD. Given the different client mix and objectives of the various programs, direct comparisons between programs should not be undertaken.

The net impact measures shown in the report are primarily based on the 12 month off/ part-benefit outcomes achieved by job seekers in March 2008. DEN, PSP and VRS outcomes are also measured between 1 and 28 months after commencement because of their longer program durations. In general, the study examined the impact from commencement in the program. Referral impacts, which captured compliance effects that occurred where job seekers avoided participation in the program by finding employment or declaring previously undeclared income, was only assessed for Full-Time Work for the Dole.

The results of this study are shown in Table 1. Net impacts for most employment services were strong, with programs such as Employment Preparation and Full-Time Work for the Dole achieving particularly high net impact results. In contrast, the Personal Support Programme (PSP) and Job Placement, Employment and Training (JPET) program recorded negative net impacts. Employment outcomes for these programs may not be achieved in the short term because of a focus on addressing non-vocational barriers to employment, such as drug addictions. In the longer term, these programs deliver benefits such as improved quality of life and social inclusion for job seekers, which may be through employment. The strong focus on social and employment outcomes for Stream 4 job seekers highlights the importance of broader measures of program outcomes and effectiveness in assessing the impact of Job Services Australia.

Table 1: Off/Part-benefit net impacts – 12 months after commencement¹

Program	Comparison group	Treatment group	Net impact
	(%)		(Percentage points)
Intensive Support customised assistance 1	49.0	54.8	5.8
Intensive Support customised assistance 2	41.0	47.4	6.4
Intensive Support job search training	66.5	73.2	6.8
Mutual Obligation	51.5	58.4	6.9
Employment Preparation	55.3	72.9	17.6
Work for the Dole Commenced	42.1	48.2	6.1
Full-Time Work for the Dole Referral ²	25.9	40.9	15.0
Full-Time Work for the Dole Commenced	25.8	36.1	10.3
Disability Employment Network	29.4	39.4	10.0
Vocational Rehabilitation Services	31.4	36.3	4.9
Personal Support Programme	26.6	22.3	-4.3
Job Placement, Employment and Training ³	37.5	30.4	-7.1

1. Job seekers who commenced in assistance in February 2007 and outcomes achieved in March 2008. Results are only for job seekers who were on Newstart Allowance or Youth Allowance (other) in February 2007.
2. Only includes those who were referred to Full-Time Work for the Dole but never commenced.
3. Outcomes for the Job Placement, Employment and Training program were measured 11 months following commencement.

Source: DEEWR administrative systems and net impact study.

While it was difficult to find a comparison group for the New Enterprise Incentive Scheme (NEIS), it was possible to compare the outcomes of those who entered NEIS training but who left prior to commencing an actual NEIS placement. Given the limitations of this approach, no further matching of clients between the groups was carried out. The results, nevertheless, showed an improvement in outcomes of around 15-20 percentage points. A similar result was also found when NEIS participants were compared with a group of newly unemployed job seekers matched by their Job Seeker Classification Instrument (JSCI) score.

The results from this study have identified opportunities for Job Services Australia providers to effectively assist job seekers. The largest net impacts from mainstream assistance (delivered through Job Network) were associated with the most disadvantaged job seekers. Job Services Australia builds on the strengths of the previous *Active Participation Model* and, in addition, includes a greater emphasis on tailored assistance for job seekers, particularly those most disadvantaged.

The results from this study also show the value of work experience activities such as Work for the Dole in the achievement of additional outcomes. Job Services Australia providers can refer job seekers to such activities at any stage of assistance, making full use of the benefits of work experience activities.

Net impacts were also shown to be strong in both areas of high and low unemployment. This provides some evidence to suggest that labour market programs can contribute to the achievement of additional outcomes during periods of both economic growth and slowdown.

One limitation of this study was the fact that impacts were measured 12 months from commencement. While this approach has been chosen to allow for results to be consistent across programs, this was generally only halfway through periods of Vocational Rehabilitation Services (VRS), Disability Employment Network (DEN) and Personal Support Programme (PSP). To account for this, net impacts were examined for these programs in the 28 months following commencement. A clear improvement in the performance of PSP was evident from around month 21 onwards. This is consistent with the expectations that non-vocational barriers had been, or were effectively being addressed and that the focus was then turned to placing participants in employment.

Background

This study covered participation in Intensive Support customised assistance phases 1 and 2, Intensive Support job search training, Employment Preparation, New Enterprise Incentive Scheme (NEIS), Personal Support Programme (PSP), Vocational Rehabilitation Services (VRS), Job Placement, Employment and Training (JPET), Disability Employment Network (DEN), Mutual Obligation (MO) and Work for the Dole (both Full-Time and regular). It is important to note that these results were for the programs operating in 2007 and 2008 and did not cover the changes to employment services associated with Job Services Australia. However, the findings provide a strong basis for the changes introduced.

Labour Market Assistance

A short description of employment services included in this net impact study is provided below. Attachment A provides a more detailed description of these services. Attachment B provides a description of Job Services Australia that was implemented from 1 July 2009.

Job Network

Job Network was the Australian Government's primary mechanism of delivering employment service between May 1998 and June 2009. Job Network services, under the *Active Participation Model* (July 2003–June 2009), included Job Search Support, and Intensive Support for more disadvantaged job seekers, which also included assistance to job seekers through the Job Seeker Account.

Intensive Support job search training

Intensive Support job search training (ISjst) provided up to 100 hours of training, including help with application writing, updating résumés, improving interview skills, presentation skills, building self confidence and exploring new work areas where the job seeker's experience could have been most appropriately used.

Intensive Support customised assistance

Intensive Support customised assistance (ISca) was designed to provide up to six months of assistance to meet the individual needs of disadvantaged job seekers. Under ISca, participants received intensive work preparation, work experience, training and counselling. Depending on need, participants may also have received more intensive job search activities and contacts, additional services, facilities and activities such as interpreter services, fares money, help with work experience, counselling, training to get a job and support while settling into a new job. Depending on how long a job seeker was unemployed, they could have received two periods of ISca during a period of unemployment.

Employment Preparation

The demand driven or 'uncapped' Employment Preparation (EP) was provided through Job Network to help Fully Job Network Eligible job seekers who were mature age (50 years and over), parents, and carers on income support, to develop skills to re-enter the workforce. Assistance was based on the job seekers' individual needs. Eligible job seekers who had no recent work experience may have received Employment Preparation services as soon as they

started participating in Job Network. Job seekers with recent work experience could have received Employment Preparation after they had been participating in Job Network for three months without finding employment.

An additional 5000 places were available annually to eligible job seekers who were not on income support and had no recent work experience. These places were referred to as ‘capped’ places. Employment Preparation capped commencements relied on mature age (50 years and over), parent and carer job seekers volunteering to participate in the program.

Work for the Dole

Work for the Dole (WfD) was delivered by Community Work Coordinators (CWCs). The aim of WfD was to equip participants with skills that were required in the local labour market, give them an opportunity to engage with others, and contribute in a team environment. CWCs were required to incorporate the skills that were in demand in their local communities into all activities.

Job seekers aged 18 to 59 on the full-rate of Newstart and Youth Allowance who had completed their second period of ISca were considered very long-term unemployed (VLTU). These job seekers could have been referred to Full-Time Work for the Dole (FT WfD).

Personal Support Programme

The Personal Support Programme (PSP) helped participants deal with non-vocational barriers preventing them from obtaining a job or benefiting from employment assistance programs such as Job Network, VRS or DEN. The barriers could have included homelessness, mental health problems, drug use, gambling problems and social isolation.

Job Placement Employment and Training

The Job Placement, Employment and Training (JPET) program was an employment preparation program that offered young people transitional assistance to help them overcome difficulties in their life. The program was for people aged from 15 to 21 who were homeless or at risk of homelessness, and/or had multiple non-vocational barriers.

New Enterprise Incentive Scheme

The New Enterprise Incentive Scheme (NEIS) helps eligible unemployed people establish new small businesses by providing training in small business skills (including developing a business plan), NEIS allowance for up to 52 weeks for eligible participants, advice, support and mentoring during the first year of business operation.

Vocational Rehabilitation Services

Vocational Rehabilitation Services (VRS) combines specialist employment assistance with vocational rehabilitation, to assist people with an injury, disability or health condition find and retain safe and sustainable employment in the open labour market.

Disability Employment Network

The Disability Employment Network (DEN) provides specialist assistance to job seekers with disability who require ongoing support to find and maintain employment. Services provided

include individual employment planning, training, job search activities, work experience and post placement or ongoing support.

Mutual Obligation

Mutual Obligation (MO) provided participants with the opportunity to improve their employability while contributing to the Australian community. Mutual Obligation activities could have included Work for the Dole, Community Work, part-time work, study and voluntary work.

Program participation and outcomes

Between 2005–06 and 2007–08, participation numbers in ISca and ISjst declined while numbers in specialist programs such as DEN, VRS and PSP increased (see Table 2). This reflected the general strength in the economy over this period and the fall in the number of job seekers, as well as efforts by Government to increase participation by groups that had historically been marginally attached to the labour market (such as parents and people with disability.) JPET serviced around 14,000 job seekers per year. In 2007–08, there were over 500,000 commencements in programs or services.

Table 2: Commencements in assistance 2005–06 to 2007–08

Program	Year		
	2005-06	2006-07	2007-08
		(No.)	
Intensive Support customised assistance 1	179,616	171,737	152,223
Intensive Support customised assistance 2	85,004	67,806	57,880
Intensive Support job search training	117,608	114,913	105,667
Mutual Obligations	150,527	162,612	na
Employment Preparation	0	23,214	24,934
Work for the Dole	87,073	92,712	69,769
Full-Time Work for the Dole	0	3,693	11,509
Disability Employment Network	23,762	28,638	32,932
Vocational Rehabilitation Services	25,482	32,444	43,115
Personal Support Programme	26,479	42,224	49,699

1. From 2007–08 onward, commencements in individual Mutual Obligation activities continued to be recorded in DEEWR administrative systems but commencements under the ‘umbrella’ Mutual Obligation category was not.

Source: DEEWR administrative systems and net impact study.

Methodology

This study examined the impact of Intensive Support customised assistance (ISca), Intensive Support job search training (ISjst), Mutual Obligation (MO), Work for the Dole (WfD), Full-time WfD (FT WfD), Employment Preparation (EP), Personal Support Programme (PSP), Job Placement, Employment and Training (JPET), Vocational Rehabilitation Services (VRS) and Disability Employment Network (DEN) in terms of improvements in both off/part benefit and off-benefit outcomes associated with participation in the program using a net impact methodology.¹ This approach has been used to assess the effectiveness of labour market programs both in Australia and internationally. Given the different client mix and objectives of the various programs, direct comparisons between programs should not be undertaken.

‘Off/part benefit’ outcomes measure the proportion of job seekers who, at the time of outcomes measurement, had moved either completely off-benefit, or who were receiving part rate income support because of earned income, while ‘off-benefit’ outcomes measure the proportion of clients who moved completely off income support.

The study compared the outcomes of program participants with those of matched unemployed job seekers on the same income support payment who had not participated in the programs in the previous six months. The methodology used in this study is the same as that used in previous net impact studies and measures the impact of a program following commencement.

There are some issues that need to be considered when assessing the measured net impact of a program. These include:

- Job seekers selected in the comparison group may have subsequently been referred to or participated in an employment assistance program. While removing these job seekers from the analysis would have been possible, it would lead to biased results as only those who remained unemployed could have subsequently been referred to or participated in a program; and,
- Job seekers may be eligible for and participate in a range of other assistance including State government labour market programs.

In light of this, the results should be interpreted as conservative, with net impacts likely to be understated because the comparison was with job seekers who may have received other forms of assistance rather than no assistance at all.

The study included 57,577 job seekers who had participated in programs (the treatment group – see Table 3), along with a similar sized matched comparison group. The study focused on those on Newstart Allowance and Youth Allowance (other) at the time they commenced in assistance and, where the number of commencements allowed, those on the Disability Support Pension (DSP) and Parenting Payment Single (PPS) were also included.

¹ The results of this study are not directly comparable with previous net impact studies (eg April 2006) which examine the impact of labour market programs on employment outcomes rather than off-benefit outcomes.

Table 3: Treatment Group sample size¹

Program	Newstart/Youth Allowance (other)	Disability Support Pension (No.)	Parenting Payment Single
Intensive Support customised assistance 1	10686	337	2976
Intensive Support customised assistance 2	4291	161	759
Intensive Support job search training	9946		
Mutual Obligation	13122		
Employment Preparation	1180		978
Work for the Dole Commenced	6051		
Full-Time Work for the Dole Referral ²	252		
Full-Time Work for the Dole Commenced	571		
Disability Employment Network	1339	1075	
Vocational Rehabilitation Services	1285	111	
Personal Support Programme	2457		
Job Placement, Employment and Training	2082		

1. Job seekers who commenced in assistance in February 2007.

2. Only includes those who were referred to Full-Time Work for the Dole but never commenced.

Source: DEEWR administrative systems and net impact study.

As the study used income support data, outcomes information was available for all job seekers included in the study.

The study covered commencements in February 2007 and outcomes measured 12 months later in March 2008. As such the outcomes relate to job seekers over a 13 month period after they commenced in a program. To gain a sufficient sample size for Full-Time Work for the Dole the sample also included job seekers who commenced in January 2007.

In line with the approach used in the Job Network Stage Three Evaluation, logistic regression was chosen as the appropriate tool to control for variations in the job seeker demographics and local labour market conditions. Under the logistic regression approach, a regression model using only comparison group members was developed. The resulting coefficients were then applied to members of the program group to ascertain an expected outcomes level for program group members in the absence of assistance. This expected outcome level was then compared to the actual outcome level achieved following program participation or referral, the difference being the net impact. The regression controlled for a range of variables including gender, age, duration on benefit, education level, family status, age of youngest child, drug and alcohol addictions, type of disability, local labour market conditions and industry mix, cultural and language difficulties, indigenous, homelessness and ex-offenders.

Results

In considering the findings, it is important to remember that the various programs were different and as such, the results should not be directly compared.

Off/Part Benefit Net Impacts

The 'off/part benefit' outcomes measured the proportion of job seekers who, at the time of outcomes measurement, had moved either completely off-benefit, or who were receiving part rate of income support because of earned income. Table 4 and Figure 1 show outcomes for program and control groups and net impacts for each program.

In Table 4, for Intensive Support job search training (ISjst), the off/part-benefit outcomes level for the treatment group was 73.2 percent. This compared with the matched comparison group who achieved an off/part-benefit outcomes level of 66.5 percent, giving a net impact of 6.8 percentage points. Results for the remaining programs are also shown in Table 4.

As indicated above, the results need to be viewed in the context of the objective of the program and the mix of job seekers participating. Both the Personal Support Programme (PSP) and Job Placement, Employment and Training (JPET) program recorded a negative net impact at the 12 month point. This result was predominately driven by these programs assisting job seekers with multiple non-vocational barriers to employment where the primary focus of these programs was on addressing those barriers prior to seeking employment opportunities for the job seeker, particularly in the first 12 months of assistance. These results support the strong focus on social outcomes, including employment, for these job seekers in the design of Stream 4 services under Job Services Australia. Stream 4 job seekers experience complex and/or multiple non-vocational barriers that may prevent them from obtaining and sustaining employment or undertaking further skills development. Providers have greater flexibility to deliver the pre-employment and employment activities concurrently or sequentially, depending upon the job seeker's circumstances.

Full-Time Work for the Dole (FT WfD) and Employment Preparation achieved relatively high net impact results. While Employment Preparation was not explicitly retained under Job Services Australia, the new model's flexibility allows for the delivery of services contained in Employment Preparation. Moreover many job seekers who would have received assistance through Employment Preparation, under Job Services Australia are eligible for Stream 2 services. Full-Time Work for the Dole is retained under Job Services Australia.

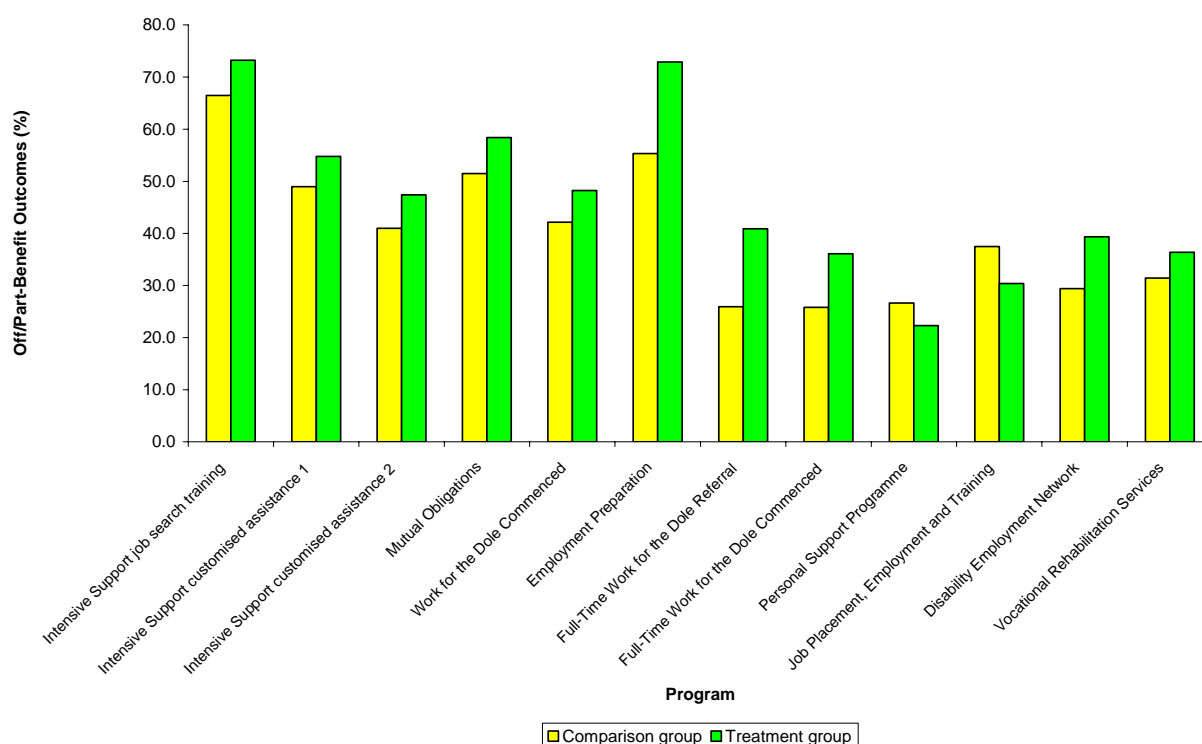
The result for Employment Preparation does need to be viewed in the context of the job seeker mix participating, particularly within the capped stream, where it is reasonable to expect that participants are more motivated to pursue employment opportunities as evidenced by their decision to voluntarily participate in the assistance.

Table 4: Off/Part-benefit net impacts – 12 months after commencement¹

Program	Comparison group	Treatment group	Net impact
	(%)	(%)	(Percentage points)
Intensive Support customised assistance 1	49.0	54.8	5.8
Intensive Support customised assistance 2	41.0	47.4	6.4
Intensive Support job search training	66.5	73.2	6.8
Mutual Obligation	51.5	58.4	6.9
Employment Preparation	55.3	72.9	17.6
Work for the Dole Commenced	42.1	48.2	6.1
Full-Time Work for the Dole Referral ²	25.9	40.9	15.0
Full-Time Work for the Dole Commenced	25.8	36.1	10.3
Disability Employment Network	29.4	39.4	10.0
Vocational Rehabilitation Services	31.4	36.3	4.9
Personal Support Programme	26.6	22.3	-4.3
Job Placement, Employment and Training ³	37.5	30.4	-7.1

1. Job seekers who commenced in assistance in February 2007 and outcomes achieved in March 2008. Results are only for job seekers who were on Newstart Allowance or Youth Allowance (other) in February 2007.
2. Only includes those who were referred to Full-Time Work for the Dole but never commenced.
3. Outcomes for the Job Placement, Employment and Training program were measured 11 months following commencement.

Source: DEEWR administrative systems and net impact study.

Figure 1: Off/Part-benefit net impacts – 12 months after commencement¹


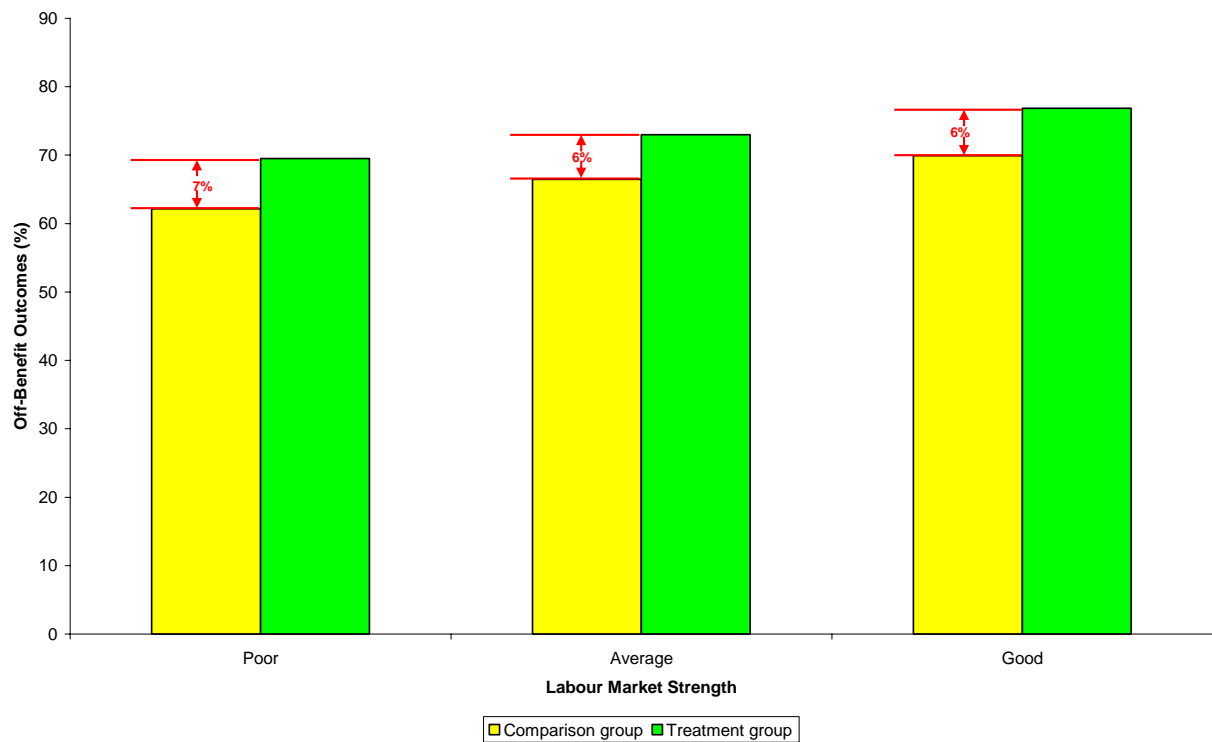
1. The same conditions as applied to Table 4 relate to Figure 1.

Source: DEEWR administrative systems and net impact study.

Net impact by demographic characteristics

Importantly, the study also allowed for a breakdown of net impact by demographic characteristics. As an example, Figure 4 details the results for Intensive Support job search training by strength of the local labour market. As can be seen, while aggregate outcomes were higher in the good labour markets, the actual level of difference between job seekers in the comparison and treatment groups were quite similar (between six and seven percentage points) across all three different strength labour markets. This tends to suggest that job seekers across Australia were likely to benefit from participation in assistance.

Figure 2: Intensive Support job search training net impacts by labour market strength



Source: DEEWR administrative systems and net impact study.

The results for all programs and job seeker demographic groups are shown in Tables 5 and 6. Net impacts were generally higher for:

- those with longer durations on benefit prior to participation;
- older participants; and
- those with disabilities.

The results, however, were strong for a number of programs across a range of job seeker characteristics. This was true even for groups that had traditionally been seen as difficult to assist, such as those in poor labour markets and who had been on income support for many years. Strong net impact results were also seen for those with multiple levels of disadvantage, including the homeless and ex-offenders. Significantly, programs with full-time attendance requirements such as Intensive Support job search training and Full-Time Work for the Dole seemed to work best for younger job seekers. Net impact results for Indigenous Australians are not reported due

to concerns about constructing a valid comparison group.

Within programs, net impact levels varied across job seeker characteristics. Females, for example achieved a substantially higher net impact from programs such as DEN and VRS than males. This result is broadly consistent with previous net impact findings where female job seekers were observed to achieve higher net impacts from participation in employment assistance programs, particularly for the more intensive forms of support. Also consistent with previous net impact results, older job seekers had a higher net impact from Job Network services than younger job seekers.

Table 5: Off/Part-benefit net impacts by job seeker demographics – *Active Participation Model*¹

Job Seeker demographics	<i>Active Participation Model</i>				
	Intensive Support job search training	Intensive Support customised assistance 1	Intensive Support customised assistance 2	Mutual Obligation	Employment Preparation
	(percentage points)				
<i>Gender</i>					
Female	6.7	5.0	6.6	8.6	20.2
Male	6.8	6.4	6.4	5.9	15.2
<i>Age</i>					
15-19	4.4	-2.8	-2.0	-1.2	na
20-24	8.3	3.7	2.8	3.8	na
25-34	4.9	6.3	5.6	8.1	26.4
35-44	4.4	6.8	7.1	8.7	20.5
45-54	12.2	12.3	13.1	14.0	12.6
55-65	12.6	10.8	10.9	na	20.3
<i>Duration on benefits</i>					
0-11 months	6.5	3.8	1.1	4.0	16.2
12-23 months	na	7.4	5.9	7.5	36.4
24-35 months	na	na	10.0	12.0	15.5
36+ months	na	7.7	8.0	9.6	26.2
<i>Local labour market</i>					
Poor	7.4	5.9	4.1	8.3	17.1
Average	6.5	5.2	6.8	6.0	19.3
Good	6.9	7.3	8.4	8.0	13.9
<i>Other demographics</i>					
Married	9.9	7.5	8.1	11.8	21.2
CALD	9.1	7.6	9.3	8.4	15.0
Renting	6.3	6.6	6.0	6.7	21.7
Intellectual disability	4.2	7.7	10.2	10.3	na
Mental illness	8.3	10.8	10.9	10.9	31.3
Physical disability	7.1	10.1	12.1	8.8	20.2
Drug addiction	4.6	5.2	11.0	3.6	na
Ex-offender	6.9	5.7	4.9	5.5	19.1
Homeless	5.7	7.2	5.2	5.8	17.7
Total	6.8	5.8	6.4	6.9	17.6

1. Job seekers who commenced in assistance in February 2007 and outcomes achieved in March 2008. Results are only for job seekers who were on Newstart Allowance or Youth Allowance (other) in February 2007.

Source: DEEWR administrative systems and net impact study.

Differences in net impacts are not the same across each program. Job seekers in stronger labour markets, for example, generally achieved a higher net impact from participating in Intensive Support customised assistance (ISca), whereas there was little difference in the net impact from ISjst based on the state of the local labour market.

Table 6: Off/Part-benefit net impacts by job seeker demographics – *Complementary programs*¹

Job seeker demographics	Complementary Programs						
	Work for the Dole	Full-Time Work for the Dole (referred) ²	Full-Time Work for the Dole (commenced)	Personal Support Programme	Job Placement, Employment and Training ³	Vocational Rehabilitation Services	Disability Employment Network
	(percentage points)						
<i>Gender</i>							
Female	8.3	13.5	5.6	-4.5	-7.1	9.5	13.6
Male	5.2	15.3	11.7	-7.4	-7.0	2.4	8.0
<i>Age</i>							
15-19	3.2	na	14.3	-10.6	-8.2	19.2	11.0
20-24	4.6	11.5	20.7	-6.1	-0.5	0.7	9.3
25-34	8.0	24.1	14.5	-7.5	na	6.1	8.2
35-44	5.7	11.8	4.5	-9.0	na	3.3	6.8
45-54	8.8	0.9	1.7	-1.0	na	8.0	14.1
55-65	-1.6	na	-11.6	-1.9	na	1.0	10.4
<i>Duration on benefits</i>							
0-11 months	4.3	na	na	-10.0	-9.0	7.1	9.2
12-23 months	1.8	na	na.	-6.7	-5.9	1.8	13.7
24-35 months	9.5	20.3	10.4	-5.1	2.1	2.6	11.0
36+ months	8.6	10.9	10.2	-3.5	4.7	3.8	8.9
<i>Local labour market</i>							
Poor	7.3	21.9	8.9	-6.3	-7.4	4.2	11.6
Average	5.1	11.9	10.2	-6.7	-6.7	4.2	9.6
Good	7.9	17.7	12.7	-5.4	-7.7	7.4	9.5
<i>Other demographics</i>							
Married	10.7	15.8	7.7	-4.6	-9.2	5.9	9.0
CALD	12.5	18.8	8.7	-7.9	-10.1	-1.2	11.3
Renting	6.4	15.5	10.8	-4.9	-6.0	5.2	10.3
Intellectual disability	8.7	na	na	-5.6	-7.4	-13.2	11.5
Mental illness	8.9	15.6	7.4	-2.8	-4.1	11.6	11.2
Physical disability	7.8	6.4	1.2	-2.8	-4.7	3.3	11.2
Drug addiction	4.2	na	26.2	2.7	-7.7	14.1	13.2
Ex-offender	6.1	12.1	7.9	-3.2	-4.3	0.3	10.0
Homeless	4.0	19.1	6.3	-3.3	-6.9	4.5	6.0
Total	6.1	15.0	10.3	-4.3	-7.1	4.9	10.0

1. Job seekers who commenced in assistance in February 2007 and outcomes achieved in March 2008. Results are only for job seekers who were on Newstart Allowance or Youth Allowance (other) in February 2007.
2. Only includes those who were referred to Full-Time Work for the Dole but never commenced.
3. Outcomes for the Job Placement, Employment and Training program were measured 11 months following commencement.

Source: DEEWR administrative systems and net impact study.

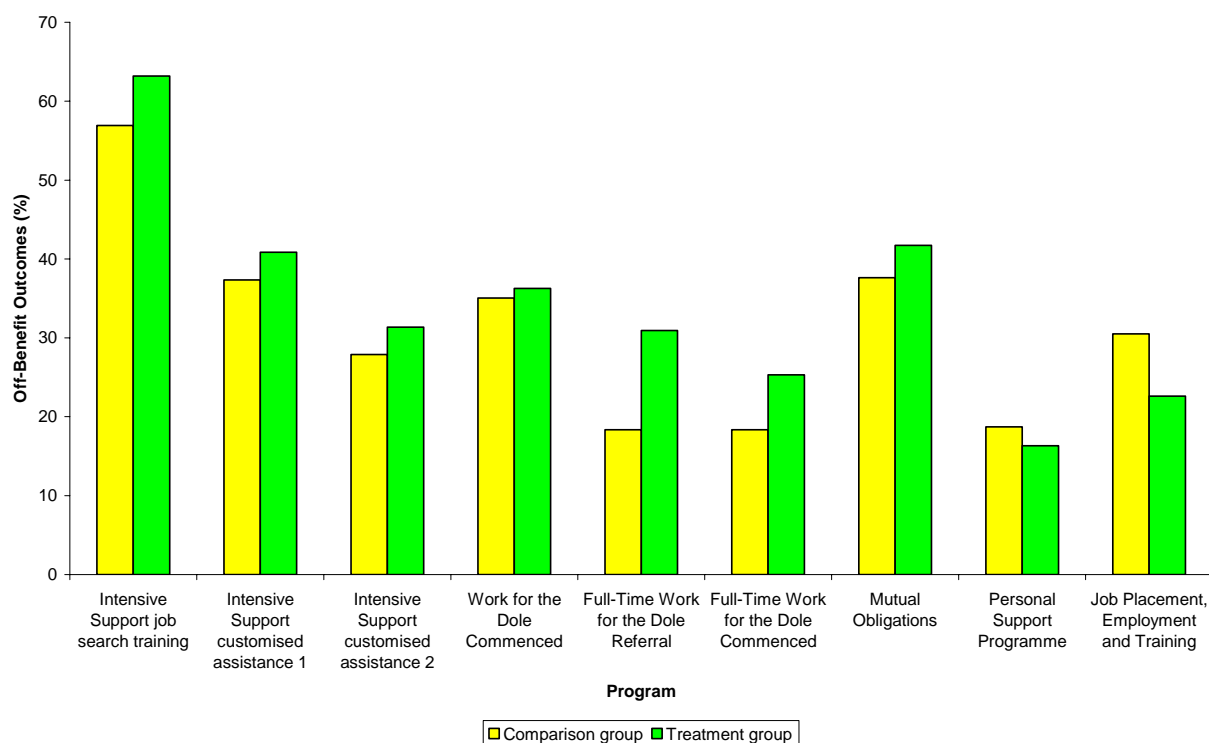
It is important to recognise that the results presented do not mean that programs should not be delivered to certain job seeker groups if they have a lower net impact. While the magnitude of additional benefit derived from participation in DEN or VRS, for example, for males is not as large as that recorded for females, males are still nevertheless better off from participating in DEN or VRS than their matched comparison cohort.

Off-Benefit Net Impacts

It was also possible to examine net impacts in terms of job seekers leaving income support entirely. Figure 3 shows the overall results for selected programs. As can be seen, the net impacts tended to be smaller than those associated with the off/part-benefit outcome. This reflects the level of part-time employment outcomes achieved following periods of employment assistance as many job seekers who do find a part-time job may remain eligible to receive part-rate income support. This is particularly evident in relation to the outcomes for Work for the Dole commencements, which dropped from 6.1 percentage points to 1.2.

As a substantial proportion of Employment Preparation, DEN and VRS clients were on either the Disability Support Pension or Parenting Payments, off-benefit results are not shown for these programs, as there were different earning thresholds and eligibility in terms of a job seeker leaving those income support types.

Figure 3: Off-benefit net impacts – 12 months from commencement¹



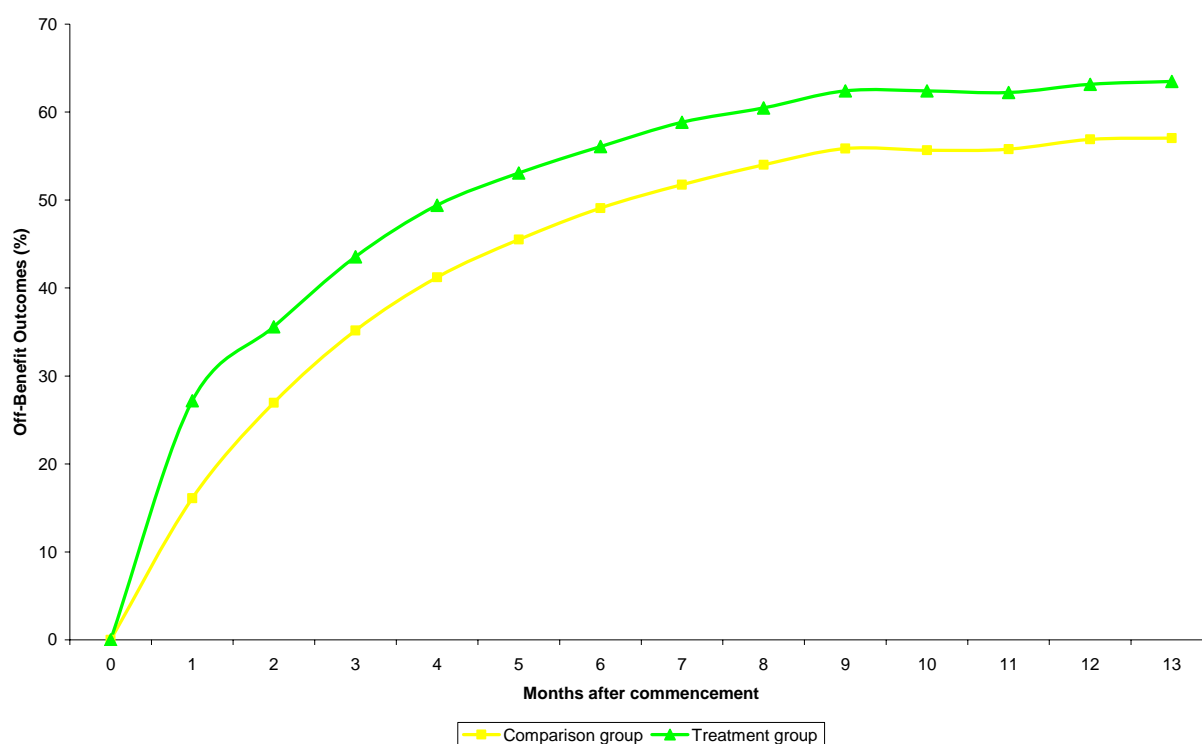
1. Job seekers who commenced in assistance in February 2007 and outcomes achieved in March 2008. Results are only for job seekers who were on Newstart Allowance or Youth Allowance (other) in February 2007. The results for to Full-Time Work for the Dole only relates to those who were referred but never commenced. Outcomes for the Job Placement, Employment and Training program were measured 11 months following commencement.

Source: DEEWR administrative systems and net impact study.

Monthly changes in net impacts

It was also possible to track off-benefit impacts over time. As can be seen in Figure 4, the impacts for Intensive Support job search training were evident early on and sustained over time. Those services that were targeted towards those with greater levels of disadvantage (such as Intensive Support customised assistance) tend to experience greater net impacts later in their duration of assistance, while those programs that had a strong referral effect (such as Full-Time Work for the Dole) generally experienced high net impacts early on. These results were consistent with expectations. Attachment C provides the monthly off-benefit rates for both the treatment and comparison groups for selected programs.

Figure 4: Intensive Support job search training – monthly net impacts



Source: DEEWR administrative systems and net impact study.

Job Seekers on Disability Support Pension and Parenting Payment Single

While the previous results relate to those on Newstart Allowance and Youth Allowance (other) at the time of commencement, it was also possible to examine results for those on the Disability Support Pension and Parenting Payment-Single. Table 7 shows the results for selected programs where net impacts were estimated for Disability Support Pension and Parenting Payment-Single recipients.

As expected, the aggregate outcomes levels achieved were lower than for Newstart Allowance and Youth Allowance (other) recipients, however, the actual net impact results were generally higher. This indicates that Disability Support Pension and Parenting Payment-Single recipients who actively participated in employment assistance gained greater benefit from that participation. As was mentioned earlier, however, in relation to the net impact reported for Employment Preparation, selection bias would have in part contributed to these results.

Table 7: Net impacts of Disability Support Pension and Parenting Payment Single recipients

Program	Comparison group	Treatment group	Net impact
		(%)	(percentage points)
<i>Disability Support Pension</i>			
Intensive Support customised assistance 1	14.3	32.9	18.7
Intensive Support customised assistance 2	12.6	31.1	18.5
Disability Employment Network	13.3	36.7	23.4
Vocational Rehabilitation Services	15.0	27.0	12.0
<i>Parenting Payment Single</i>			
Employment Preparation	45.0	62.5	17.5
Intensive Support customised assistance 1	36.3	53.1	16.8
Intensive Support customised assistance 2	32.7	48.0	15.2

1. Job seekers who commenced in assistance in February 2007 and outcomes achieved in March 2008. Results are only for job seekers who were on Disability Support Pension or Parenting Payment Single in February 2007.

Source: DEEWR administrative systems and net impact study.

Table 8 also show the demographic breakdown of net impact for selected groups of DSP and PPS clients.

Table 8: Net impacts for Disability Support Pension and Parenting Payment Single – selected job seeker characteristics¹

Job Seeker characteristics	Program				
	Intensive Support customised assistance 1	Intensive Support customised assistance 2	Disability Employment Network	Vocational Rehabilitation Services	Employment Preparation
(Percentage points)					
<i>Disability Support Pension</i>					
<i>Gender</i>					
Female	14.4	22.3	25.3	10.6	na
Male	21.2	16.4	22.3	13.0	na
<i>Disability Type</i>					
Intellectual disability	15.7	3.3	33.1	na	na
Mental illness	19.6	15.8	21.1	16.3	na
Physical disability	20.1	20.3	23.1	10.9	na
Total	18.7	18.5	23.4	12.0	na
<i>Parenting Payment Single</i>					
<i>Gender</i>					
Female	16.9	15.4	na	na	17.4
Male	15.9	13.3	na	na	18.9
<i>Age youngest child</i>					
0-3 years	20.1	19.6	na	na	18.3
4-6 years	20.7	15.7	na	na	16.8
7-12 years	16.4	19.4	na	na	18.8
13-16 years	8.9	2.8	na	na	12.9
Total	16.8	15.2	na	na	17.5

1. Job seekers who commenced in assistance in February 2007 and outcomes achieved in March 2008. Results are only for job seekers who were on Disability Support Pension or Parenting Payment Single in February 2007.

Source: DEEWR administrative systems and net impact study.

It is evident from Table 8 that the net impact levels across the range of job seekers characteristics were higher than those job seekers who were on Newstart Allowance or Youth Allowance (other). The higher net impact levels for DSP and PPS participants generally reflect the voluntary nature of their participation and hence higher motivation to achieve outcomes than the job seekers in the comparison group.

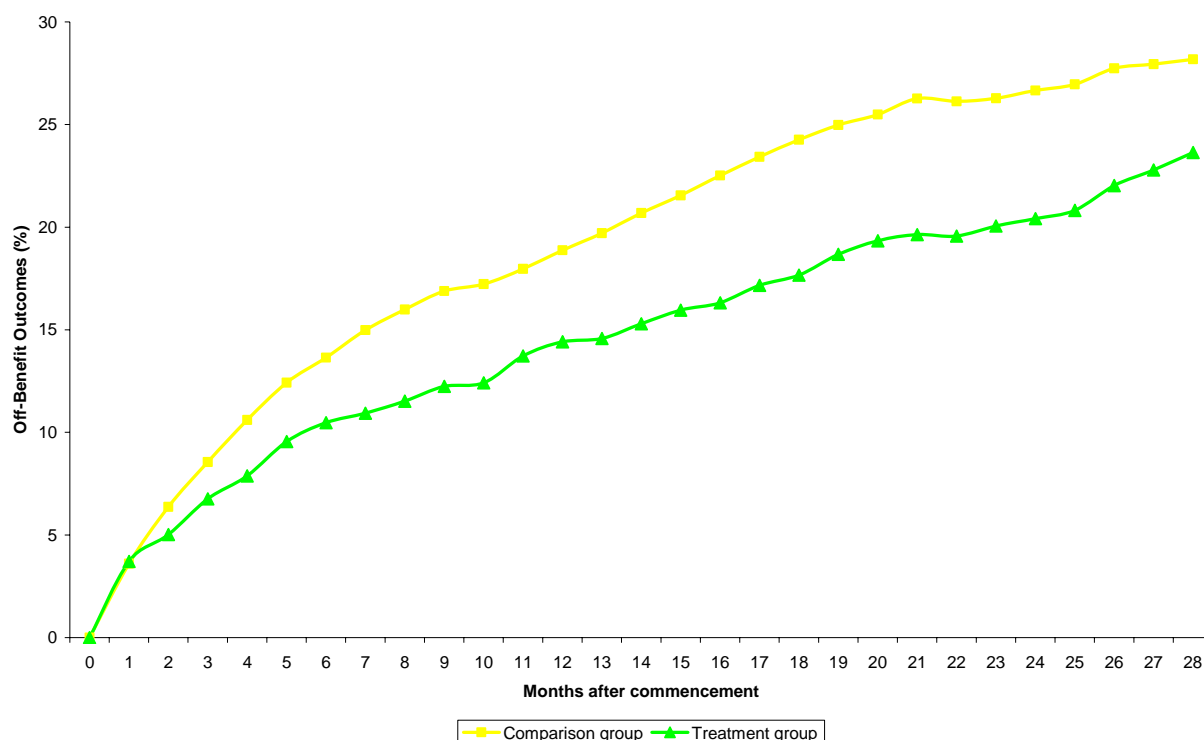
Longer-term net impacts

One limitation of this study was the fact that impacts were measured 12 months from commencement. While this approach was chosen to allow for consistency across the programs, this was generally only halfway into a job seeker’s participation in programs such as VRS, DEN and PSP.

Personal Support Programme, Disability Employment Network and Vocational Rehabilitation Services

To address this, the study was expanded to include those who commenced at least a year earlier, allowing for a full 28 months of outcomes data to be analysed. For PSP, Figure 5 shows that the net impact started to improve at around the 21 month mark. This is consistent with what would be expected in terms of the client mix assisted through this program. Figures 6 and 7 show the longer-term net impact of DEN and VRS.

Figure 5: Personal Support Programme – monthly off-benefit net impacts



1. Job seekers who commenced in assistance in February 2006 and outcomes achieved in June 2008. Results are only for job seekers who were on Newstart Allowance or Youth Allowance (other) in February 2006.

Source: DEEWR administrative systems and net impact study.

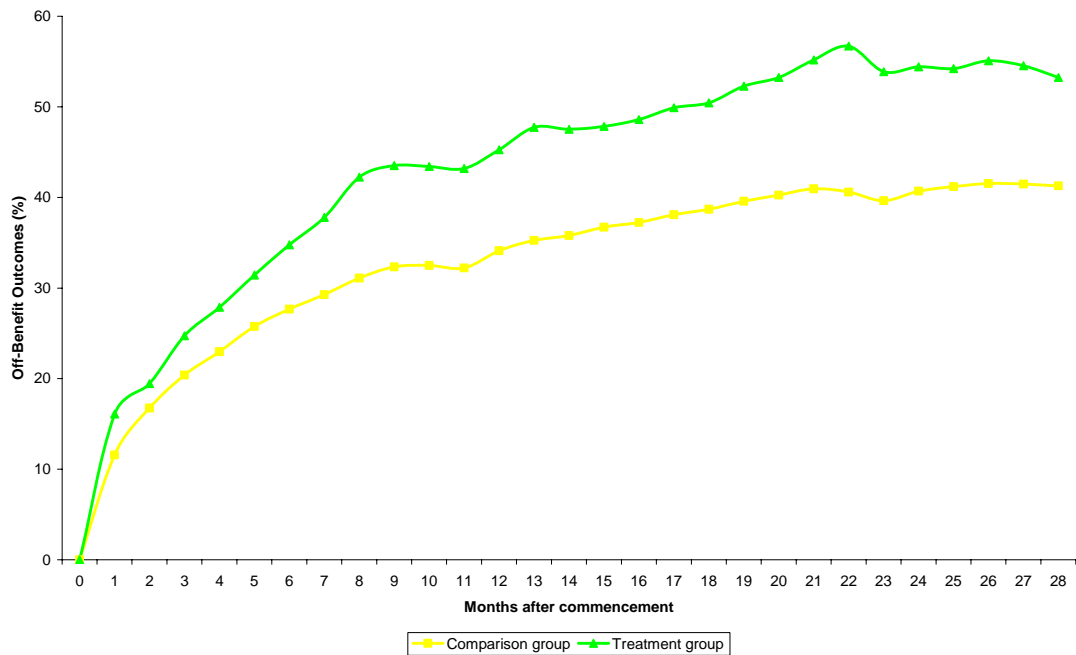
Figure 6: Disability Employment Network – monthly off-benefit net impacts¹



1. Job seekers who commenced in assistance in February 2006 and outcomes achieved in June 2008. Results are only for job seekers who were on Newstart Allowance or Youth Allowance (other) in February 2006.

Source: DEEWR administrative systems and net impact study.

Figure 7: Vocational Rehabilitation Services – monthly off-benefit net impacts¹



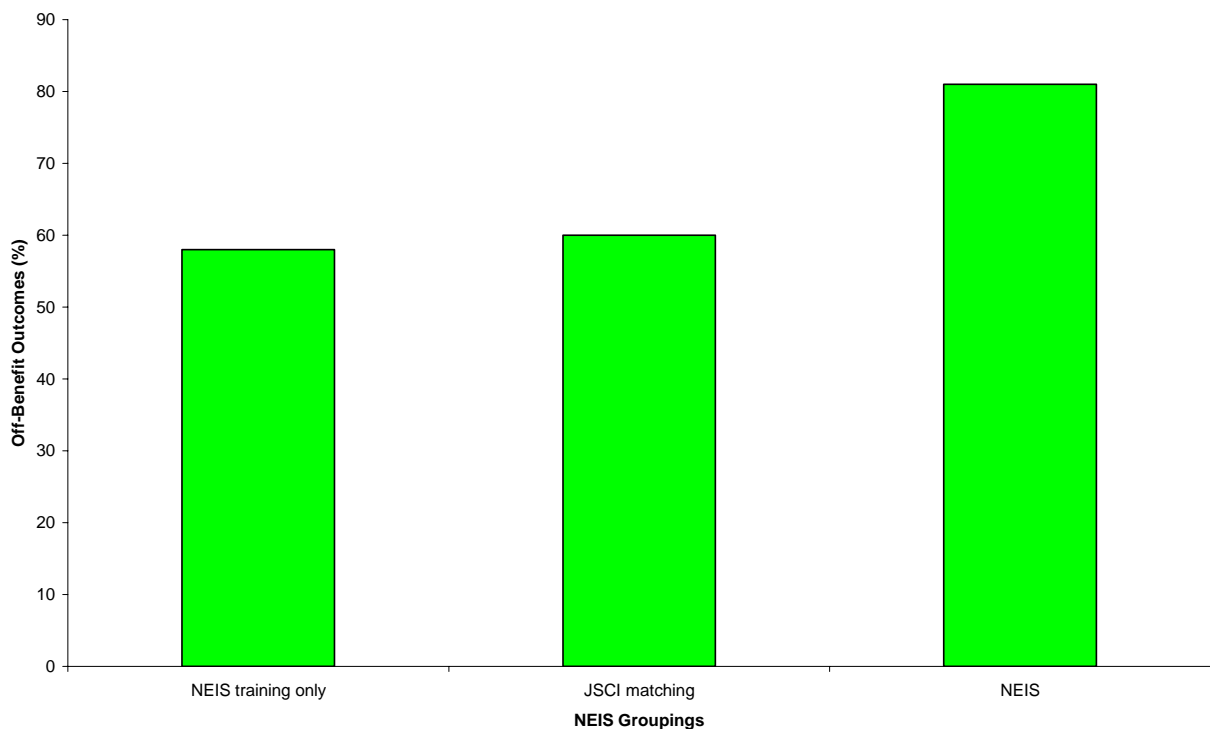
1. Job seekers who commenced in assistance in February 2006 and outcomes achieved in June 2008. Results are only for job seekers who were on Newstart Allowance or Youth Allowance (other) in February 2006.

Source: DEEWR administrative systems and net impact study.

New Enterprise Incentive Scheme

Given that New Enterprise Incentive Scheme (NEIS) participants are selected after a two stage application process (in the first stage clients are selected for NEIS training which involves the preparation of a business plan, and in the second stage those business plans are assessed as to whether they are sustainable), it was not readily possible to conduct a net impact study of NEIS because selection biases would have been present. However, it was possible to compare the outcomes of those who entered NEIS training but who left prior to commencing an actual NEIS placement. Given the limitations of this approach, no further matching of clients between the groups was carried out. Figure 8 shows an improvement in outcomes of around 15-20 percentage points. Also shown is a comparison with newly unemployed jobseekers matched by their Job Seeker Classification Instrument (JSCI) to NEIS participants. Again, no further matching of clients between the groups was carried out. This group was somewhat comparable, as it adjusted for both the fact that the average NEIS participant had a JSCI score of 15, and the fact that they tended to have strong links to employment. Again, an impact of around 15-20 percentage points is shown, suggesting that NEIS was a very successful program, which supports the decision to retain NEIS as an activity under Job Services Australia.

Figure 8: Differences in outcomes for the New Enterprise Incentive Scheme



Source: DEEWR administrative systems and net impact study.

Conclusion

Net impacts for most employment services were strong. Programs such as Employment Preparation and Full-Time Work for the Dole achieved particularly high net impact results. There were unique characteristics associated with both of these programs that contributed to these high net impacts. Net impacts for mainstream assistance, such as Intensive Support job search training and Intensive Support customised assistance were also strong, with the results by job seeker characteristics identifying those cohorts that appeared to benefit most from participation in the programs.

Net impact results were also good for job seekers on the Disability Support Pension and Parenting Payment Single through both mainstream and specialist assistance.

As expected, the shorter-term net impacts for programs such as the Personal Support Programme (PSP) and Job Placement, Employment and Training (JPET) were negative. This reflected the focus of these programs on addressing the non-vocational barriers experienced by referred job seekers such as drug addictions, which meant they may not have achieved employment outcomes in the shorter term. Participation in these programs has, however, delivered benefits in the longer term such as improved quality of life and social inclusion for these job seekers which has also contributed to employment outcomes.

Job Services Australia

The results from this net impact study also highlight the benefits of the changes to employment services from 1 July 2009 associated with Job Services Australia. Job Services Australia builds on the strengths of the previous *Active Participation Model* and, in addition, includes a greater emphasis on tailored assistance for job seekers, particularly those most disadvantaged.

Job Services Australia providers have retained the opportunity to refer job seekers to a period of Full-Time Work for the Dole which achieved one of the highest net impact results. Whereas under the *Active Participation Model* a job seeker could only have been referred to Full-Time Work for the Dole after they completed their second period of Intensive Support customised assistance, providers can now refer job seekers at any stage if they believe that the job seeker would benefit.

In addition, Intensive Support job search training was found to have most of its effects in the first couple of months after commencing. By retaining job search training courses as an activity under Job Services Australia, the benefits from courses such as this will still be available. Similarly, the New Enterprise Incentive Scheme has also been retained as an activity available under Job Services Australia.

While Employment Preparation as a discrete form of assistance has not been retained under Job Services Australia, providers have been given the necessary flexibility under the new model to deliver Employment Preparation type assistance within the Stream Services. Moreover many job seekers who would have received assistance through Employment Preparation, under Job Services Australia are eligible for Stream 2 services.

With job seekers allocated to Stream Services based on their relative level of disadvantage, providers can use the knowledge and experience of delivering mainstream services such as Intensive Support customised assistance (ISca) to tailor the assistance for the most disadvantaged

job seekers. ISca was found to have a high net impact for job seekers with a disability. This suggests that job seekers should continue to have access to both the benefits of mainstream assistance (and in particular the access to job vacancies) while still receiving the specialist assistance that they need.

The new Stream 4 service under Job Services Australia provides assistance for job seekers who are experiencing multiple non-vocational barriers to employment. While many job seekers participating in PSP and JPET in the previous operating environment were often isolated from the elements of mainstream assistance, given that every provider under Job Services Australia are contracted to provide assistance for Streams 1-4, job seekers receiving assistance through Stream 4 will have increased contact with other less disadvantaged job seekers, building their social inclusion capacity. Moreover, these job seekers will have increased access to vacancies, and employment opportunities as each provider will also be focused on the sourcing of available jobs.

Attachment A: Employment Services 2003–2009

The *Active Participation Model* (announced in the 2002–03 Budget) was introduced on 1 July 2003 and provided employment assistance to job seekers including the Job Seeker Account to fund preparation of job seekers for work. In the 2005–06 Budget further reforms were announced as part of the overarching *Welfare-to-Work* changes. These reforms were designed to increase participation and employment outcomes for key target groups including: mature age job seekers; parents; People with a Disability; and the very long-term unemployed.

Access to income support

From 1 July 2006 changes in eligibility for income support were introduced for working age Australians. Eligibility for Parenting Payment Single (PPS) and Parenting Payment Partnered (PPP) for new claimants was altered with the threshold age for youngest child changing to 6 (if partnered) or 8 (if single). Similarly, eligibility for the Disability Support Pension (DSP) was varied. People with a disability seeking income support were referred to a Job Capacity Assessment (JCA) to determine their work capacity. Those unable to work for at least 15 hours per week were eligible for DSP. If a new claimant did not meet the new eligibility criteria for PPP, PPS or DSP they were able to claim an alternative income support payment (typically Newstart Allowance).

Participation in Job Network assistance

On registration with Centrelink, each eligible job seeker was referred to a single Job Network member who provided services to them while they remained eligible for assistance or got a job. Two services were delivered by all Job Network members under the *Active Participation Model* – Job Search Support and Intensive Support.

Job Search Support services were available to all eligible job seekers immediately upon registration with Centrelink or a Job Network member and continued until the job seeker left employment services. On first contact with their Job Network member, job seekers had their vocational profile entered into the JobSearch database for daily matching against new job vacancies. Job seekers also had access to a range of other job search facilities such as touchscreens, computers and faxes as well as assistance in the preparation of job applications.

If an eligible job seeker had not found work within the first three months of Job Search Support, their Job Network member arranged for them to participate in Intensive Support. Job search training was the first element of Intensive Support. It assisted job seekers through assistance that was designed to improve their job search skills, confidence and expand their job search networks. As of 1 July 2006, Employment Preparation assistance was introduced into Job Network. It provided assistance to carers, parents and mature age job seekers. Eligible job seekers could access Employment Preparation either while they were in Job Search Support or at the start of their assistance in the Intensive Support Stream depending on their Job Network eligibility.

After six months of unemployment (and periodically thereafter), most activity-tested job seekers were required to fulfill their Mutual Obligation requirement (usually Work for the Dole). During these periods job seekers remained in Intensive Support and it was the responsibility of their Job Network member to ensure that they continue to be actively engaged in job search activities and improving their job prospects.

Job seekers who had been unemployed for at least 12 months or were identified by Centrelink as being highly disadvantaged at registration received Intensive Support customised assistance. Over a six month period this service provided assistance to address individual barriers to employment and their efforts in looking for work. Job seekers who were still unemployed after 24 months (or 12 months for the highly disadvantaged) had access to a second six month period of customised assistance.

From July 2006 job seekers approaching the end of their second period of customised assistance underwent a Very Long-Term Unemployed (VLTU) assessment. Job seekers with a demonstrated history of job search avoidance could have been referred to Full-Time Work for the Dole comprising of 1100 hours over around 10 months. In June 2007 this was changed and Job Network members could have referred job seekers to full-time Work for the Dole if they believed that the job seeker would have benefited from participation in the program. Alternatively, job seekers may have had access to Wage Assist support which provides a wage subsidy payment of \$350 per fortnight to facilitate placement into a full-time ongoing job. The assessment may also have indicated that the job seeker could have benefited from ongoing Intensive Support assistance or a referral to a Job Capacity Assessment.

Complementary programs

The New Enterprise Incentive Scheme (NEIS) assisted eligible unemployed people to start up and run a new, viable small business. NEIS assistance included three months of accredited training and business advice and mentoring, at the end of which participants submit a business plan. These business plans were then scrutinised closely to ensure that only those of the highest quality were accepted as eligible for NEIS assistance. NEIS assistance then took the form of ongoing mentoring and a NEIS wage payable for the 12 months following commencement.

The Work for the Dole (WfD) Program aimed to develop the work habits of participants through involving them in community projects. Job seekers were required to participate in WfD for up to six months over a twelve month period. This meant that job seekers could have participated in a number of projects with different CWC's before completing their placement.

The Indigenous Employment Program (IEP) consisted of 11 elements including Wage Assistance and Structured Training and Employment Projects (STEP), the results of which are published in this report. Wage Assistance was a wage subsidy paid to employers over 26 weeks providing ongoing employment and the STEP program assisted employers to provide employment for Indigenous Australians, particularly in the private sector.

The Disability Employment Network (DEN) was introduced in July 2006. DEN members provide specialised assistance to job seekers with disability who require ongoing support to find and maintain employment. Some DEN members specialise in services for a particular disability type, for example job seekers with psychiatric or intellectual disabilities. Services provided by DEN members include the provision of training, canvassing and approaching employers to source employment opportunities and assistance for the job seeker to remain in sustainable employment. The DEN includes both a capped and uncapped stream of assistance, with eligibility for each stream dependent on the length of time that support is likely needed to be provided and the job seeker's future work capacity. Job seekers with greater needs for assistance are eligible for the capped stream of assistance, while the uncapped stream is designed to provide jobseekers with assistance for a maximum period of two years.

The Vocational Rehabilitation Services (VRS) offers job seekers help to understand, compensate for or manage injury or disability, or the limitations or restrictions imposed by injury or disability. The service also helps job seekers build work capacity and/or develop new work strategies to avoid re-injury. As is the case with the Disability Employment Network there are two streams of assistance available – Fixed and Demand. The Demand Stream is available for all job seekers assessed as having a work capacity of 15 to 29 hours per week, while access to the Fixed Stream is more limited.

Job Placement, Employment and Training (JPET) was a pre-employment program which provided young people with transitional assistance to help them overcome barriers in their lives and re-engage them with: education, training or further study; employment or employment assistance; programs with a workforce participation focus; specialist assistance relevant to their needs and barriers; or the social life of the community.

The Personal Support Programme (PSP) was a pre-employment program that provided individual support to participants who, because of multiple non-vocational barriers, were unable to get a job or benefit from employment programs such as Job Network.

Attachment B: Job Services Australia

On 1 July 2009, major reforms to employment services were introduced in Australia. Job Services Australia is designed to ensure that every job seeker is linked to a provider of their choice, who will develop an individually tailored plan (Employment Pathway Plan [EPP]) to assist the job seeker obtain the skills they need to secure sustained employment.

A key feature of Job Services Australia is the provision of services in accordance with a job seeker's assessed level of disadvantage. The services are provided in four Streams, with Stream 1 for the more job ready job seekers, up to Stream 4 for the most highly disadvantaged job seekers with multiple vocational and non-vocational barriers. Each Stream also offers access to Work Experience Activities. Job Services Australia is also increasing the focus on the needs of the most disadvantaged job seekers and is designed to achieve greater social inclusion. This will boost employment participation and the productive capacity of the workforce, address skills shortage areas and better meet the needs of employers.

Participation in Job Services Australia

Eligibility

The main categories of job seekers who are eligible to receive assistance through Job Services Australia are: Fully Eligible job seekers; and Partially Eligible job seekers. Fully Eligible job seekers are eligible for Stream Services (with eligibility for a particular Stream dependent on their level of disadvantage). They are either: in receipt of Newstart Allowance or Youth Allowance (other), including parents and people with disability who have part-time participation requirements; in receipt of another form of qualifying government income support such as Disability Support Pension or Parenting Payment (Partnered or Single) who volunteer; vulnerable young people (those who are aged 15–20, not employed for more than 15 hours a week or in full-time education and not in receipt of income support, who have at least one serious non-vocational barrier); vulnerable young people who are full-time students (those who are aged 15–20 who present in crisis and have at least one serious non-vocational barrier—who are only eligible for Stream 4 services); or Indigenous Australians participating in CDEP.

Partially Eligible job seekers are those job seekers who register with Centrelink or register directly with a provider and who are not: full-time students; working in paid employment for 15 hours or more per week and not on income support; overseas visitors on working holiday visas or overseas students studying in Australia; or prohibited by law from working in Australia. These job seekers will have to Stream 1 (Limited) assistance.

Accessing assistance

Most job seekers connect with their provider following a referral by Centrelink. Job seekers' levels of disadvantage are assessed by the Job Seeker Classification Instrument (JSCI) or, where required, a Job Capacity Assessment (JCA). Job seekers are then placed into one of four Streams, based on their level of disadvantage. Providers will work with their job seekers to negotiate an individually tailored plan to employment. The plan will identify the mix of vocational and non-vocational activities that the job seeker needs to achieve employment. That plan, depending on the needs of the individual job seeker, could integrate education, training, non-vocational assistance, work experience, job search requirements and other support.

The provider will also have access to the Employment Pathway Fund (EPF). This is a flexible pool of funding that is available for use by providers to purchase assistance to address vocational

and non-vocational barriers and to provide Work Experience Activities. The funds available are not limited to any one job seeker in a particular Stream and can be used flexibly to provide services to any job seeker or group of job seekers.

In addition, there are 711,000 new training places over five years in areas of skills shortages for job seekers under the Productivity Places Program (PPP).

Assistance within the Streams

Services within each Stream are tailored to the individual needs and circumstances of each job seeker. Irrespective of which Stream a job seeker is in, they will receive: an Initial Interview and regular face-to-face contact with their provider to assist in their job search efforts; an Employment Pathway Plan (EPP) to set out the individualised pathway to employment; and ongoing training and development activities that meet the skills and labour needs of employers and assist them in finding sustainable employment.

Providers also work cooperatively with other programs and services provided by DEEWR, other Australian Government agencies, state or territory or local governments and community services to maximise a job seeker's capacity to obtain sustainable work.

At the completion of approximately 12 months of servicing in Streams 1–4 the provider arranges a Stream Services Review for the job seeker. This Review is completed by Centrelink or a JCA provider and is used to determine whether the job seeker commences the Work Experience Phase, whether their circumstances indicate they require a higher level of service or, in the case of Stream 4, whether they receive further Stream 4 assistance before moving to the Work Experience Phase. A Review is not conducted for a Stream 1 client until they have received 12 months of services.

Stream 1

The service level in Stream 1 is commensurate with the relative job readiness of job seekers eligible for this Stream. A provider will assist all Stream 1 job seekers at the Initial Interview in preparing a résumé and advise them about local labour market opportunities, job search methods and access to the PPP. Before the end of the fourth month of services, if a Fully Eligible job seeker has not exited assistance, the provider will conduct a Skills Assessment and then update the job seeker's EPP. The Skills Assessment is used to determine what work or educational skills and experience a job seeker currently possesses and to identify and develop strategies for the job seeker to obtain sustainable employment.

For the first three months of services the job seeker reports to Centerlink. From the fourth month, however, the provider is expected to maintain at least monthly face-to-face contact with the job seeker. The focus of these contacts will be on: reviewing and updating the job seeker's EPP; discussing the job seeker's job search activities since their last contact; assisting in identifying appropriate job vacancies or identifying relevant training, work experience or other interventions.

All job seekers with Activity Test or participation requirements will have an Intensive Activity arranged by the end of the fourth month and undertaken as soon as possible after their Skills Assessment is completed. The activity will be relevant to the job seeker and is designed to improve their ability to obtain and sustain employment. Job seekers with full-time requirements who are not in paid employment are required to undertake an activity of at least 60 hours over a fortnight. The hours of participation for people with a Partial Capacity to Work and Principal

Carers not in paid employment will be 30 hours over a fortnight. Examples of activities include: skills training; work in a social or community enterprise; training in job search techniques; or Work Experience Activities, including Work for the Dole or Green Corps.

Stream 1 (Limited) job seekers are eligible for the services provided within the first three months of Stream 1, including an Initial Interview, assistance with preparing a résumé, and advice about the local labour market. They are also eligible for the training places available under the PPP.

Streams 2 and 3

Job seekers in either Stream 2 or Stream 3 experience greater barriers to employment than job seekers in Stream 1. In addition to the assistance that Stream 1 job seekers receive, providers at a minimum will: prepare an EPP, including specifying interventions required; explain the services the provider will deliver; and explain the rights and obligations of the job seeker amongst other things.

Assistance in these Streams is individually tailored to the requirements of the job seeker and may include: a Skills Assessment; identification of employment or study goals; skills development training; referral to education or training, including using PPP; job search training and supported job search assistance; and purchase of vocational and non-vocational assistance using the EPF.

There will be at least monthly face-to-face contact between the provider and job seeker with these contacts focusing on: reviewing and updating the job seeker's EPP; reviewing the job seeker's progress towards overcoming identified vocational and non-vocational barriers; identifying relevant training, work experience or other interventions; assisting in identifying appropriate job vacancies. Providers may also deliver vocational and non-vocational interventions to job seekers concurrently.

Stream 4

Stream 4 provides integrated, intensive assistance to the most disadvantaged job seekers. The assistance combines pre-employment and employment assistance. The pre-employment and employment activities are tailored to the individual needs of the job seeker and may be delivered concurrently or sequentially, depending upon the job seeker's circumstances. This may include: providing or organising assessments, counselling or professional support; referral and advocacy; and other support services. Stream 4 job seekers experience complex and or multiple non-vocational barriers that may prevent them from obtaining and sustaining employment or undertaking further skills development.

Assistance will commence when a job seeker has their Initial Interview with their provider. It is likely that a detailed EPP will not be possible at the initial assessment because the provider will need to: build trust and rapport with the job seeker over time; develop or update the EPP to include suitable non vocational interventions to address the job seeker's barriers; and assess the job seeker's readiness to receive employment assistance.

There will be at least monthly face-to-face contact between the provider and job seeker with these contacts focusing on: reviewing and updating the job seeker's EPP, as relevant; reviewing the job seeker's progress towards overcoming identified vocational and non-vocational barriers; discussing the job seeker's job search activities since their last contact, if such activities are included in the job seeker's EPP; identifying relevant training, work experience or other interventions; assisting in identifying appropriate job vacancies, if appropriate.

During the first 12 months of Stream 4 assistance, the provider will have the discretion to determine whether and what level of job search efforts are required for individual job seekers. This will be dependent on the individual's barriers and their impact on the job seeker's work readiness. Stream 4 job seekers may need a combination of job search efforts and other requirements associated with addressing their non-vocational barriers. Job search efforts will be broadly defined, giving providers maximum flexibility, and will not be limited to the number of jobs applied for in a given period.

Work Experience

The new Work Experience Phase is also tailored to the needs of individual job seekers. In this Phase, providers will facilitate Work Experience Activities for job seekers which will enhance their chances of finding employment and provide ongoing assistance through regular contact with job seekers. Job seekers can undertake Work Experience Activities during Stream Services if the provider and job seeker believe it will benefit them.

Job seekers who have completed approximately 12 months of services in Streams 1 to 4 will commence in the Work Experience Phase of their Stream following a Stream Services Review, unless that Review recommends that Stream 1 to 3 job seekers should receive Stream Services under a higher Stream or Stream 4 job seekers would benefit from further Stream 4 assistance. Job seekers in Stream 4 who complete 18 months automatically move to the Work Experience Phase.

Job seekers aged between 18 and 49 will generally be required to participate in a Work Experience Activity or Activities over a 26 Week Period for every 12 months they are in the Work Experience Phase. Providers have the flexibility to extend the time a job seeker is required to undertake their Work Experience Activity requirement to a period of greater than 26 weeks and up to 12 months where this is appropriate, based on job seeker needs. Providers will maintain bi-monthly contact with job seekers during the Work Experience Phase and will continue to support job search activities.

Job seekers will not be required to participate in a Work Experience Activity if they are: exempt from the Activity Test or participation requirements; aged 15 to 17 years; pre-release prisoners; or aged 50 years or over (except job seekers aged 50–59 who have full-time Activity Test requirements and whose provider considers they would benefit from participating in Full-Time Work for the Dole activities). These job seekers may, however, volunteer to participate in a Work Experience Activity if they wish.

Job seekers will be able to undertake a range of Work Experience Activities, including: Work for the Dole activities, including Full-Time Work for the Dole activities; Green Corps environmental activities; part-time study (for example, through PPP and other accredited vocational training); part-time or casual paid employment; brokered unpaid work experience placements; voluntary work in the community and not-for-profit sector; paid or unpaid work in social enterprises; Drought Force farm-based activities; Defence Force Reserves; placement in other Australian Government or state government labour market or appropriate training or skills development programs, including Language, Literacy and Numeracy, and Indigenous programs such as CDEP; and participation in non-vocational programs and services (where appropriate).

New Enterprise Incentive Scheme

Eligible job seekers who are interested in starting and running a small business can access assistance through the New Enterprise Incentive Scheme (NEIS). NEIS provides accredited

small business training, business advice and mentoring for eligible job seekers, as well as ongoing income support for up to 52 weeks.

To be eligible for NEIS Assistance, job seekers must: be at least 18 years of age; be registered for income support; agree to hold and maintain a controlling interest in the business during the period they are in receipt of NEIS; be available to participate in NEIS training and work full-time in the business (or fewer hours, if eligible); and be available to participate in the training and work at least 20 hours a week in the business in the case of parents with part-time participation requirements. In addition, for job seekers in Stream 1 or 2, the proposed small business must be in a designated skills shortage area, or as determined by DEEWR after advice from Skills Australia. Where the job seeker is in Stream 3 or 4 or is an Indigenous Australian, any type of small business proposal is eligible for consideration.

Reformed Indigenous Employment Program and Indigenous job seekers

The reformed Indigenous Employment Program (IEP) provides for two Panels to deliver services to communities, businesses and individual entrepreneurs: the Employment Panel, and the Economic Development and Business Support Panel.

The Employment Panel will: equip employers with the skills, knowledge and expertise necessary to provide sustainable employment opportunities for Indigenous Australians; and prepare Indigenous Australians to take up employment opportunities, stay in jobs and enhance their future employment prospects. Examples of projects that could be supported through the Employment Panel include: building the aspirations of Indigenous Australians through providing career guidance and mentoring; or employer support services to recruit and retain more Indigenous Australians by funding to students and employers of Indigenous Australians undertaking tertiary qualifications or wage subsidies.

The Economic Development and Business Support Panel will support enterprises along the entire business pathway. This will include: strategies or services for building economic and business development opportunities for Indigenous Australians; activities that support development of viable business; and financial strategies or services for Indigenous businesses and organisations. Examples of the Economic Development and Business Support projects include: business capacity building services through culturally appropriate literacy and numeracy training to enable Indigenous business owners or managers to operate in a business environment; or Indigenous economic development by supporting the development and implementation of community or regional development plans and other strategic initiatives.

All Job Services Australia providers are required to work in partnership with CDEP providers where they exist (unless the CDEP provider is also the local Employment Services provider) and IEP providers, employers and community service organisations, to maximise Indigenous employment in local jobs both within their organisation and within the local and the wider community.

Continuing programs

The Disability Employment Network (DEN) was introduced in July 2006. DEN members provide specialised assistance to job seekers with disability who require ongoing support to find and maintain employment. Some DEN members specialise in services for a particular disability type, for example job seekers with psychiatric or intellectual disabilities. Services provided by DEN members include the provision of training, canvassing and approaching employers to source employment opportunities and assistance for the job seeker to remain in sustainable

employment. The DEN includes both a capped and uncapped stream of assistance, with eligibility for each stream dependent on the length of time that support is likely needed to be provided and the job seekers' future work capacity. Job seekers with greater needs for assistance are eligible for the capped stream of assistance, while the uncapped stream is designed to provide jobseekers with assistance for a maximum period of two years.

The Vocational Rehabilitation Services (VRS) offers job seekers help to understand, compensate for or manage injury or disability, or the limitations or restrictions imposed by injury or disability. The service also helps job seekers build work capacity and/or develop new work strategies to avoid re-injury. As is the case with the Disability Employment Network there are two streams of assistance available – Fixed and Demand. The Demand Stream is available for all job seekers assessed as having a work capacity of 15 to 29 hours per week, while access to the Fixed Stream is more limited.

Attachment C: Monthly Net Impacts

This attachment provides the monthly off-benefit net impact results for:

- Intensive Support job search training
- Intensive Support customised assistance 1
- Intensive Support customised assistance 2
- Full-Time Work for the Dole (from referral)
- Full-Time Work for the Dole (overall)
- Personal Support Programme
- Job Placement, Employment and Training.

Figure C.1: Intensive Support job search training – monthly net impacts

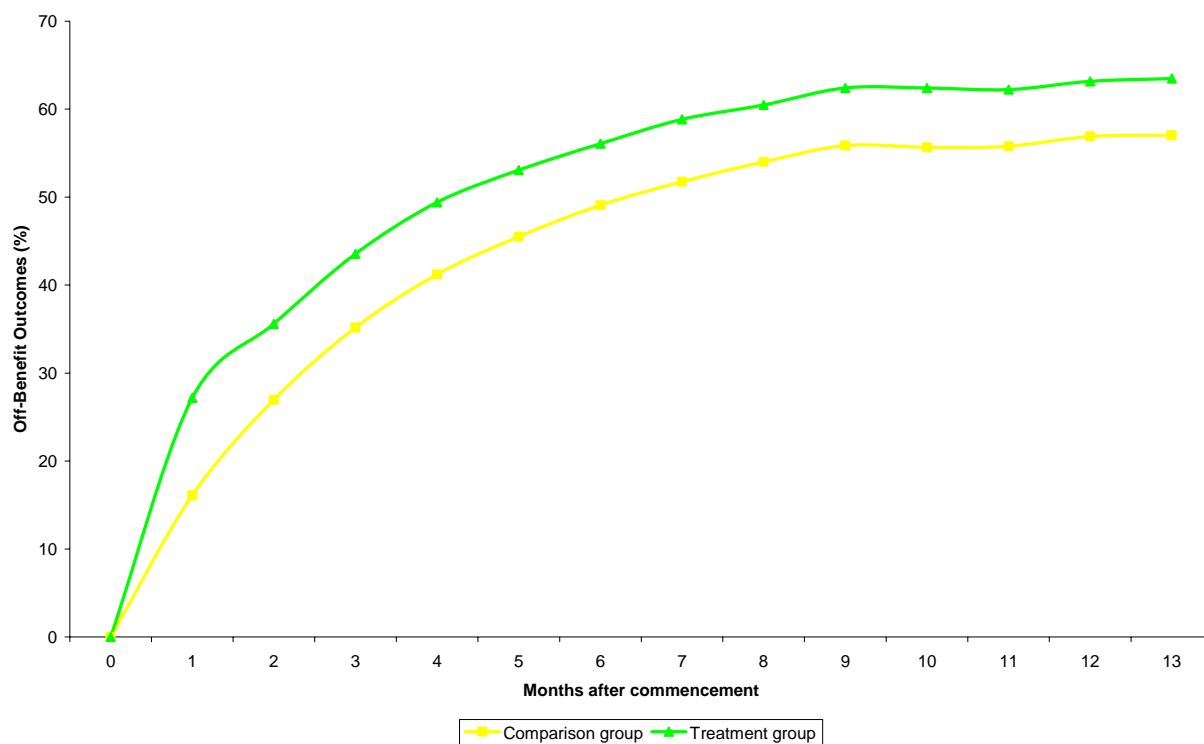


Figure C.2: Intensive Support customised assistance 1 – monthly net impacts

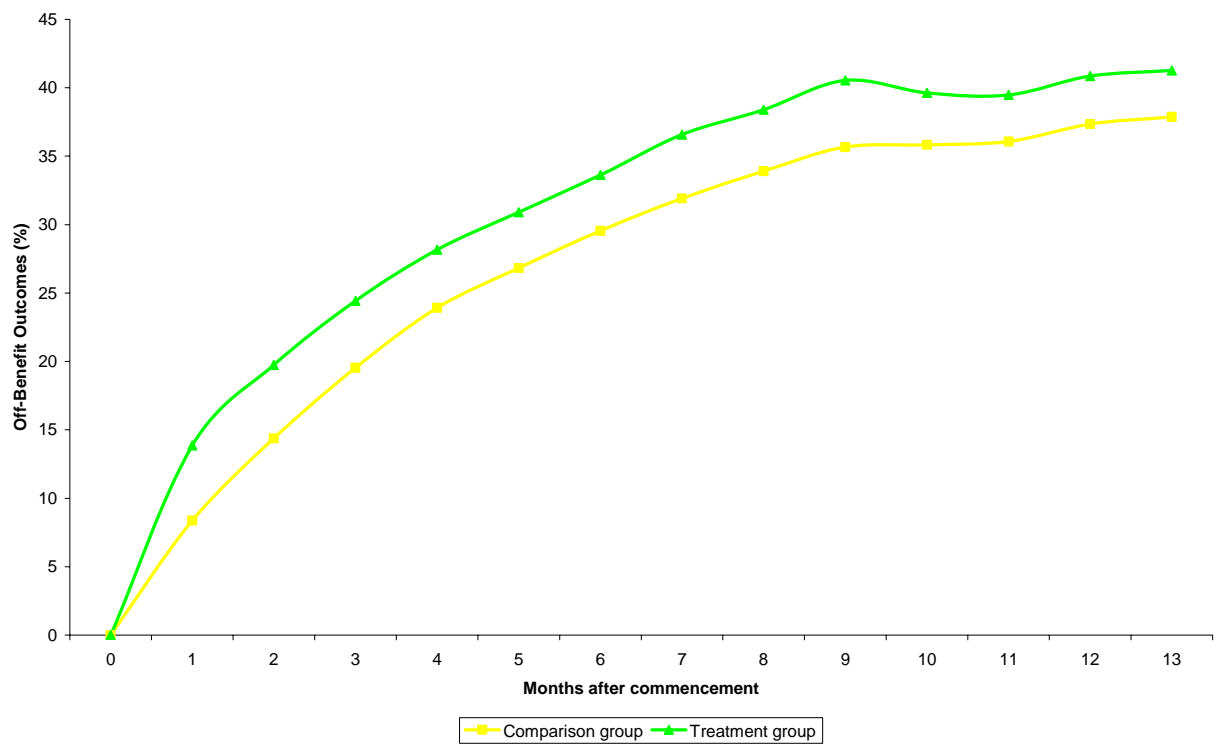


Figure C.3: Intensive Support customised assistance 2 – monthly net impacts

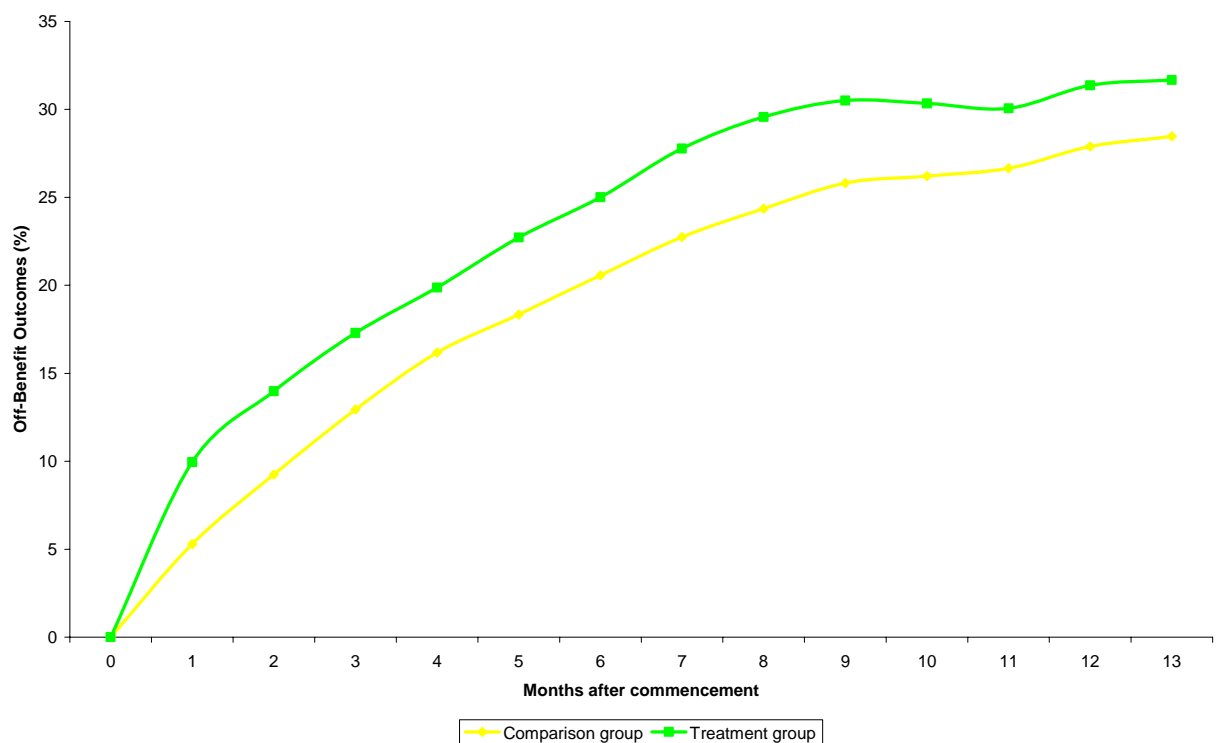


Figure C.4: Full-Time Work for the Dole (from referral) – monthly net impacts

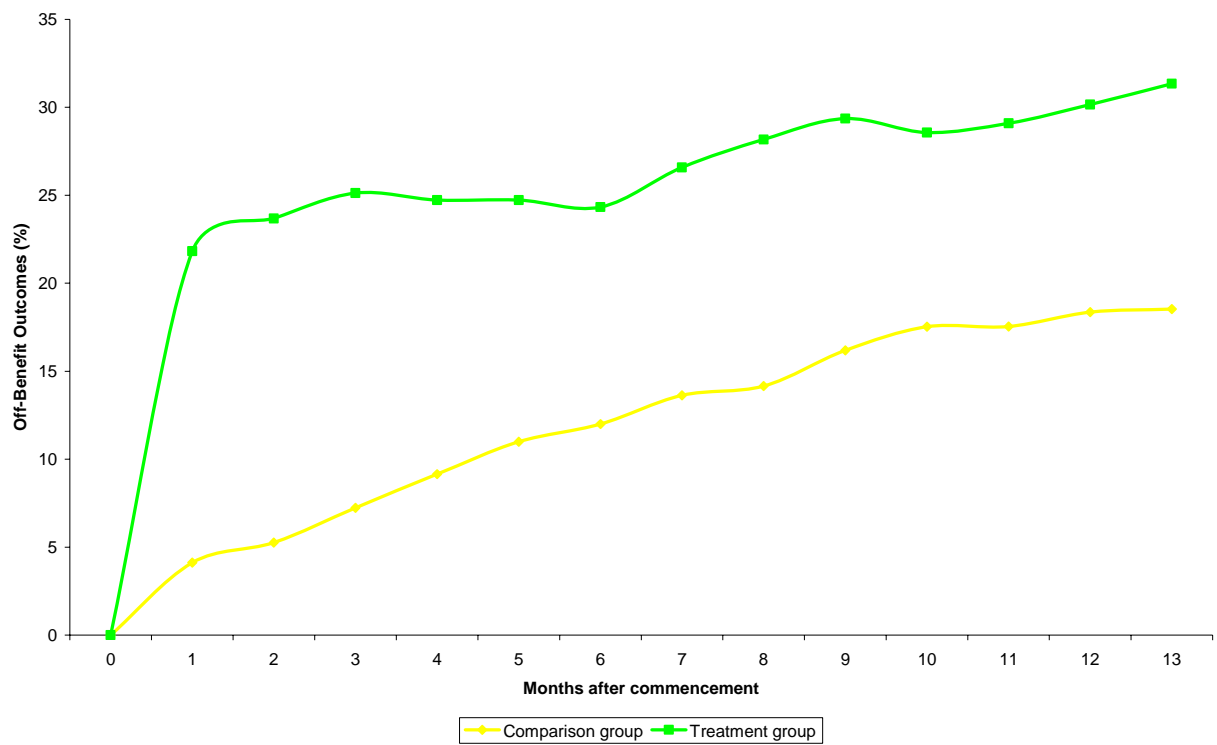


Figure C.5: Full-Time Work for the Dole (overall) – monthly net impacts

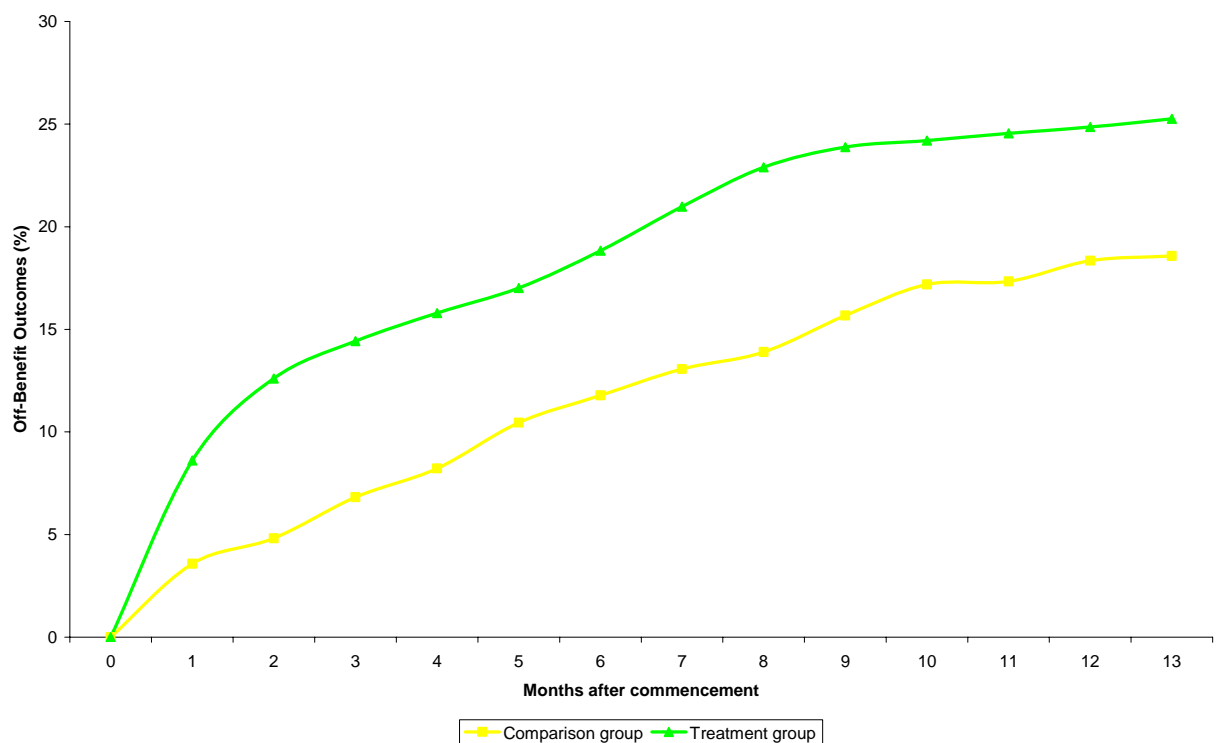


Figure C.6: Personal Support Programme – monthly net impacts

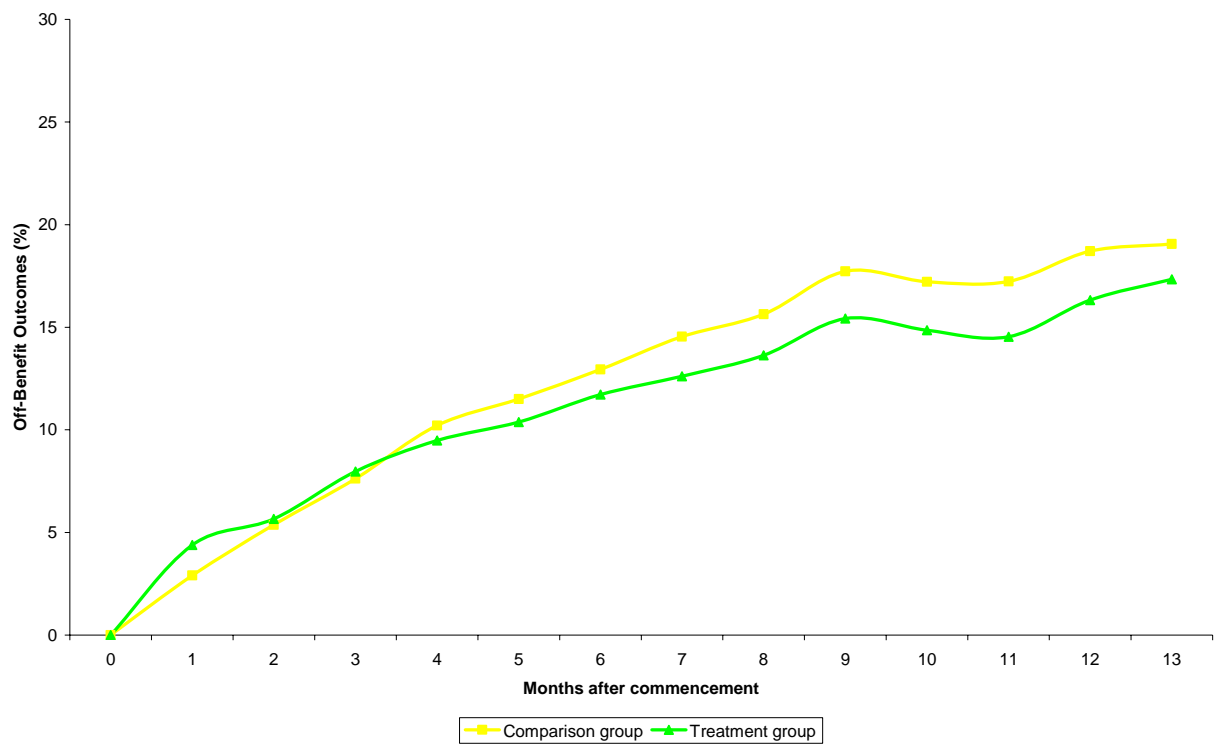


Figure C.7: Job Placement, Employment and Training – monthly net impacts

