



Brotherhood
of St Laurence

Working for an Australia free of poverty

Submission to the Victorian Government
**Employment Programs
Review**

Brotherhood of St Laurence

October 2015

Brotherhood of St Laurence
67 Brunswick Street
Fitzroy Vic. 3065

ABN 24 603 467 024

Ph. (03) 9483 1183

www.bsl.org.au

For further information or to discuss this submission, please contact:

Rob Hudson
Group General Manager, Programs & Policy
Brotherhood of St Laurence
Email: rhudson@bsl.org.au
Ph. (03) 9483 2428

Katrina Currie
General Manager, Employment & Training
Brotherhood of St Laurence
Email: kcurrie@bsl.org.au
Ph. (03) 9288 9947

Summary

Commonwealth Government employment services are struggling to support jobseekers experiencing disadvantage into sustained work

While working reasonably well for ‘job ready’ jobseekers, Commonwealth employment services have a poor track record for disadvantaged jobseekers, including young people with barriers to employment, mature-aged jobseekers, those who have been unemployed for a long time, Aboriginal and Torres Strait Islander jobseekers and newly arrived communities—particularly refugees and those with low English language proficiency. While the *jobactive* system replaced the Job Services Australia system only four months ago, it appears that some design features could limit its effectiveness with these groups.

Employers are not at the centre of mainstream employment services

Employers are pivotal to enabling disadvantaged jobseekers to secure work, yet they are barely connecting with the Commonwealth employment services system, with only 7% of employers having used these services for their recruitment needs.

Some jobseekers are falling between the gaps

There is a growing pool of working age Australians who have disengaged from Commonwealth employment services and the associated compliance requirements. There are many who are outside the formal labour market. And there are others who are eligible for very limited employment support or none at all. They include people who are receiving Parenting or Disability Support payments with no work participation requirements but who want to work; workers who are *underemployed*—often on very low incomes; asylum seekers with work rights; and refugees on Temporary Protection Visas. Nearly 30% of jobseekers using Brotherhood services are unemployed or experiencing chronic underemployment, but are not eligible for Newstart Allowance or *jobactive* support. They represent the tip of a much bigger iceberg of untapped productive potential.

The Victorian Government can drive improved employment outcomes for disadvantaged jobseekers

While the Victorian Government supports some promising employment programs targeted at disadvantaged jobseekers, there is significant opportunity to do more including:

- **Demand-led support for employers.** Employers are eager to play an increased role in providing employment for disadvantaged jobseekers if given the right support. They want candidates who are work-ready; who understand the job role and workplace requirements; and who are willing to learn. To support their recruitment, employers want to work with a single contact who understands their business requirements; is prepared to co-design a recruitment pathway that can meet their needs; will source appropriate candidates that match those requirements; and will assist them to support and retain people from disadvantaged cohorts. State government support for demand-led approaches would provide jobseekers experiencing disadvantage with access to jobs they might otherwise not be considered for and the support to succeed in these roles.
- **Place-based approaches that harness local efforts:** The Victorian Government funds five Work and Learning Centres, located in areas with high concentrations of public housing, that

specialise in providing disadvantaged jobseekers with intensive support that is strongly connected to local opportunities. There is potential to extend this type of approach to growth corridor communities and regional centres that are experiencing high unemployment.

- **Tailored interventions for particular groups of jobseekers:** Young people facing barriers to work, asylum seekers with work rights, Aboriginal and Torres Strait Islanders, refugees and mature-aged jobseekers are among the groups faring poorly in mainstream employment services. Tailored approaches could help lift their outcomes.
- **Social procurement/socially responsible outsourcing:** The Victorian Government's considerable purchasing power could be used more effectively to deliver employment outcomes for disadvantaged jobseekers through its own contracting arrangements and by influencing procurement along its contractors supply chain and of local government.
- **Government as an employer of disadvantaged jobseekers:** The Victorian Government's Youth Employment Scheme provides a robust traineeship model for young people aged 15-24 years, including those who are long-term unemployed, have a disability or mental health issues, and Aboriginal and Torres Strait Islanders, but it has been wound back in recent years. There is potential to expand this approach, both by increasing the number of youth traineeships made available each year, and by including other groups such as mature-aged jobseekers.
- **Extending training entitlements for those who have experienced poor quality vocational education and training:** Reforms to the Victorian training system will lift training quality, however, there are unemployed Victorians who have been let down by the previous training system. They have nominal qualifications in high demand areas such as aged care and early childhood services, but due to poor quality training they have significant skills gaps, insufficient work experience and no prospect of a job. Having exhausted their entitlement for training funded under the Victorian Training Guarantee, they are unable to refresh their qualification or forge an alternative career.
- **Establishing broad eligibility criteria for state-funded employment programs:** This will extend support to those jobseekers experiencing disadvantage who are currently shut out of Commonwealth employment services.

Existing programs can be complemented or leveraged

Major commitments by the Victorian Government such as the Back to Work target of securing work for 100,000 disadvantaged jobseekers and the requirement that apprentices make up at least 10% of the workforce on major state-funded projects could be supported by re-orienting existing programs to incorporate demand-led and supported employment approaches that are outlined in this submission. These could complement existing Commonwealth wage subsidies.

A welcome national development is the Transitions to Work Program, which will provide a tailored approach to supporting young people aged 15–21 into work. As it will be delivered in every employment region in Victoria, there is potential to leverage the infrastructure and networks and extend support to 22–25 year olds given the imperative of improving employment outcomes for this age group.

The Brotherhood of St Laurence and employment

The Brotherhood of St Laurence (BSL) is an independent non-government organisation with strong community links that has been working to reduce poverty in Australia since the 1930s. Based in Melbourne, but with a national profile, the BSL continues to fight for an Australia free of poverty. We undertake research, service development and delivery, and advocacy with the objective of addressing unmet needs and translating the understandings gained into new policies, new programs and practices for implementation by government and others. Our key initiatives to support those who face barriers to entry into the job market include the following:

- *Work and Learning Centres* assist public housing tenants and other clients of the Department of Health and Human Services, many of whom experience long-term unemployment. Funded by the Victorian Government and operating in five locations, the Centres partner with business and community agencies to place people into local jobs. They take a capabilities approach to support transition into the labour market and provide tailored support not available through mainstream employment services including careers guidance, job-readiness training, coaching and assistance to address wellbeing issues.
- *Community Safety and Information Service*, a social procurement program funded through the Department of Health and Human Services. It delivers concierge – security access services on the public housing estates of Richmond, Collingwood and Fitzroy. The program offers public housing tenants a 12 month traineeship with training in Certificates II and III Security Operations. Trainees staff concierge booths on the estates providing security and information services to local tenants. Of those graduating last year's program 78% achieved a sustained employment outcome.
- The *Youth Transitions Program* operates in unemployment hotspots in Melbourne. It focuses on developing job skills, providing tailored career advice and planning, coaching, work experience and work tasters and introductions to employers looking for new recruits. The program provides up to six months of support to young people as they move into further education or training or into work. Of young people completing the program, 70% have progressed to further education, training or employment.
- *Given the Chance* works with a wide range of employers such as ANZ, Goodstart and Benetas to determine their workforce needs and prepares jobseekers for the workplace. This demand-led program includes the option of brokerage and training to employers and delivers post-placement support to both jobseekers and employers. Refugees, asylum seekers, mature-age jobseekers, public housing tenants and young people have been successfully placed into jobs using this approach..
- The *Industry Employment Initiative (IEI)* is a collaboration with Social Ventures Australia, Mission Australia, Jesuit Social Services and the Business Council of Australia. Funded as a pilot by philanthropic agencies, it provides entry-level opportunities with national employers for young people who have been unemployed for at least 12 months.
- Delivery of *accredited and non-accredited training programs* to learners experiencing disadvantage, incorporating structured work experience placements and job search support.
- Major research and the development of resources on employer engagement and employer toolkits to support inclusive employment.

Introduction

The Brotherhood welcomes the Victorian Government's commitment to inclusive growth and its review of labour market programs to ensure that vulnerable and disadvantaged Victorians receive the support they need to secure and sustain work.

Work and learning are key pathways out of poverty. However, Australia's current mainstream labour market programs do not deliver the intensive support that is needed to build the skills, work experience and flexibility of our most disadvantaged jobseekers so they can secure work.

We acknowledge the Victorian Government's commitment to growing jobs, its support for a number of innovative programs that are effectively building the economic participation of marginalised jobseekers and its attempts through major election commitments to encourage boost training and support for employers to take on those jobseekers who would often be overlooked.

Given the continuing high rates of joblessness among some groups in Victoria, and the concentration of unemployment in hotspots across Melbourne and regional Victoria, there is a strong case for the Victorian Government to scale up existing programs that are proving effective and to introduce complementary initiatives to unlock productive capacity.

The following section of this submission seeks to address questions raised in the Employment Programs Review that most closely relate to the Brotherhood's research and practical experience.

The final section provides profiles of four of our key programs:

- Work and Learning Centres – a place-based approach to supporting jobseekers experiencing disadvantage into work
- Given the Chance – a demand-led model that works closely with employers to gain access to jobs that would not otherwise be available to disadvantaged jobseekers
- The Youth Transitions Program – a response specifically tailored for young people
- The Community Information and Safety Service – which showcases how government expenditure can produce striking employment and social outcomes for disadvantaged jobseekers and communities.

Responses to key questions

Questions

1. What types of client groups and what sort of barriers to employment do Commonwealth Government services cater well for?

6. What employment assistance is or isn't working and why? Is there enough flexibility for programs to take account of local circumstances?

Employment services in Australia work reasonably well for the majority of unemployed people, especially those with work experience, social capital, and the skills and capacities to take up work—those who would be termed 'job ready'. However, those experiencing disadvantage in the labour market can often miss out.

The Job Services Australia and *jobactive* systems

The previous employment services program, Job Services Australia (JSA), aimed to assist disadvantaged groups by 'streaming' jobseekers according to their level of disadvantage. A review showed that the program achieved 72.4% 'positive outcomes' for the least-disadvantaged jobseekers (Stream 1) in June 2012 (DEEWR 2012).¹ However, just 30.7% of jobseekers in Stream 4 achieved a 13 week employment outcome and only 34.9% of these became permanent employees (DEEWR 2012 Table 1.6).

Operational from July 2015, *jobactive* is intended to address weaknesses of the former JSA system by rewarding outcomes at 4, 12 and 26 weeks and by paying higher rates for people who are furthest from the labour market. The aim is to encourage in-work support so that employment is sustained and employment services providers invest more in assisting harder-to-help jobseekers.

Nevertheless, it appears that some design features of *jobactive* could limit its effectiveness with these groups.

The work first approach pressures jobseekers to take any job.

The work first approach may discourage a longer term approach to supporting a jobseekers to secure sustainable work. One criticism of the previous system was that more than half of the job outcomes were casual, temporary or seasonal. *Jobactive* builds in even stronger participation requirements and sanctions which may lead to people cycling through a range of jobs without building sufficient workplace skills to gain more sustainable employment.

Work for the Dole can be a barrier to employment

The new employment services system has a strong emphasis on referring jobseekers to Work for the Dole (WfD) at the expense of other authorised activities such as volunteering or training.

¹ Department of Education, Employment and Workplace Relations (DEEWR) 2012 *Labour market assistance outcomes* June 2012, DEEWR, Canberra.

Skill development through WfD is limited, partly due to the generic training provided and the absence of a clear pathway to a job beyond the WfD activity.² The Commonwealth Government has argued the purpose of WfD is to build people's skills and, implicitly, their work ethic, but a number of studies have found poorer long-term outcomes for WfD participants than for those in other active labour market programs.³ Research has demonstrated that earlier Australian iterations of WfD fell short of successfully developing employability skills or helping participants gain experience or training that is transferable to future employment.⁴ The current WfD program appears to be facing similar challenges in that:

- there are inadequate arrangements to match participants with their areas of interest
- there is no support to complete a recognised qualification
- funding provided to hosts does not cover the costs of inducting, orienting and supervising participants. The Brotherhood is self-funding a pilot of a 'supported' WfD experience to provide participants with training and skills that bring them closer to employment
- there is no quality control on placements—young people can be 'parked'. We know of one young person who has spent her entire time in isolation, ironing for the not-for-profit agency she is placed with.
- there is no support for next steps.
- the considerable time commitment (25 hours per week for young people) is preventing participation in other activities that can move young people closer to work such as training or volunteering. We have seen the impact through reduced numbers in our Youth Transitions Program because young people cannot attend while also meeting their WfD requirements.

Employment services are reluctant to invest in the training of jobseekers

There is an increasing emphasis on qualifications as a prerequisite for work, and a growing demand for higher skills. It is predicted that 70 per cent of the new jobs created by 2017 will require at least a Certificate III, and more than half a diploma or higher qualification.⁵ A person's qualifications are a significant determinant of their lifetime earnings and workforce participation. Income poverty has been shown to decline with higher education, with poverty rates highest among those who had not completed Year 12 or had lower level TAFE certificates.⁶ In 2010, the ABS reported that people aged 20–64 years were more likely to be employed if they had attained Year 12 (81%) than those who had not (72%) and that this was consistent throughout most of the life course with wider gaps for those aged 25–34 years (82% compared with 69%) and those aged 55–64 years (73% compared with 60%).

Well-targeted training can reduce skill deficits in jobseekers; address skill shortages; and counteract the negative effects of economic downturns on employer-based training.⁷ However, under the new *jobactive* system, training is no longer a paid outcome for providers unless the training is for early school leavers or linked to a job. The intention was to reduce training churn

² OECD, *Activating jobseekers: how Australia does it*, OECD 2012.

³ See OECD 2012 summary of DEEWR 2008 research and also Lim, J, 2008.

⁴ Borland, J and Tseng, Y 2003, *Does 'Work for the Dole' work? An Australian perspective on work experience programs*, University of Melbourne, 2003.

⁵ Commonwealth Government, *Skills for all Australians report*, Commonwealth of Australia, Canberra, 2012

⁶ Marks, G, *Income poverty, subjective poverty and financial stress*, Social Policy Research Paper No.29, FaCSIA, 2007.

⁷ OECD, *Activating jobseekers*.

(caused in part by inadequate advice or inappropriate referrals from employment services providers) and to avoid ‘parking’ the unemployed in training programs without linking the training to work. However this has adverse consequences for people’s capacity to retrain or gain the qualifications necessary to access the labour market.

Larger employment services regions work against localised responses

A key change under the *jobactive* arrangements is fewer providers covering larger areas with less face-to-face servicing. While providers were expected to demonstrate in their tender proposals the capacity to partner and provide joined-up services and referrals, many providers have entered local markets for the first time, so it will take time for relationships to develop. We anticipate that vast employment areas coupled with a competitive, multi-provider approach will work against collaboration, innovation and local initiatives.

Generalist provision will limit responses that are sensitive to jobseekers’ circumstances

Research reveals that Australia’s employment services are adopting an increasingly prescriptive approach, are hiring less qualified staff and are less inclined to tailor their approach to individual jobseeker needs.⁸ We anticipate this trend will be intensified in the new *jobactive* model as the preferencing of generalist provision is likely to reduce opportunities for tailored responses.

Questions

2. What are the types of clients that need different or more targeted support? What is the nature of this support?

5. What groups of jobseekers are not getting the support they need to move into and remain in sustainable employment?

There are a range of groups experiencing disadvantage in the labour market that would benefit from a tailored approach and more intensive support. These include:

- people from culturally and linguistically diverse (CALD) backgrounds
- refugees and asylum seekers
- long-term unemployed people
- people with disabilities
- Aboriginal and Torres Strait Islander jobseekers
- mature-aged jobseekers
- young people, particularly those with other barriers such as homelessness
- people living in public housing, who often have multiple barriers to work.

The Brotherhood is particularly familiar with the needs of culturally diverse and refugee and asylum seeker communities; the long-term unemployed; young people experiencing disadvantage; mature aged jobseekers; and people living in public housing.

⁸ Considine, M, Lewis, J, O’Sullivan, S and Sol, E, *Getting welfare to work: street-level governance in Australia, the UK, and the Netherlands*, Oxford University Press, 2015.

CALD groups, refugees and asylum seekers

For adults from culturally diverse backgrounds, low foundation skills (especially English language and literacy) can be a significant barrier to accessing work⁹. This is particularly the case for recently arrived refugees and migrants. Australian employers also place a premium on local work experience—an obstacle even for relatively skilled and educated refugees¹⁰. Foreign education, credentials and qualifications are often discounted by employers¹¹. Other potential constraints for humanitarian migrants include the effects of torture and trauma, loss of extended family, and lack of local support networks¹².

Asylum seekers face more acute challenges. The passing of the Asylum Legacy Caseload Bill in late 2014 has led to an additional 23,000 asylum seekers in the community being granted work rights between January and September this year—most of them living in Melbourne or Sydney. This will lead to increased demand for a level of employment assistance that is not currently offered through *jobactive*.

Asylum seekers on bridging visas (BVEs) are ineligible for Commonwealth employment services. While their refugee status may take some years to determine, they are left outside the labour market and are generally not able to access training. Those moving to a temporary protection visa (TPV) become eligible and may have their needs assessed by Centrelink, but their entitlement stops at basic case management support with access to the Centrelink JobSearch portal. This limited support is unlikely to overcome the multiple, complex barriers they face when trying to compete in the open labour market.

The emphasis of effective support for culturally diverse groups and humanitarian migrants should be on providing assistance to compete in the job market, including the preparation of tailored CVs, interview skills training, developing workplace-ready English language skills, and pursuing Australian certifications or qualifications where necessary. More subtle aspects include helping humanitarian migrants to understand the Australian labour market, including how to approach employers, how to apply for jobs, how to interview, what to say, what to wear, how to understand and make sense of Australian workplace culture.

Employer human resource practices can create barriers for recent arrivals, particularly those applying for low skill or entry-level positions. One strategy that employers use is to limit recruitment costs by sourcing candidates through informal ‘word of mouth.’ A recent study found that up to 41 per cent of lower skilled vacancies are filled using these ‘informal’ recruitment methods.¹³ Standard recruitment practices in Australia—such the use of key selection criteria and

⁹ Bowman D & Mui L 2012 *Thinking it through: understanding culturally responsive services for women* Brotherhood of St Laurence, Fitzroy, Vic., 2012

¹⁰ Fozdar, F & Hartley, L, ‘Refugee resettlement in Australia: what we know and need to know’, *Refugee Survey Quarterly*, vol. 32, no. 3, 2013, pp. 23–51.

¹¹ Colic-Peisker, V 2011, “Ethnics” and “Anglos” in the labour force: advancing Australia fair?, *Journal of Intercultural Studies*, vol. 32, no. 6, pp. 637–654.

¹² Waxman, P, ‘The economic adjustment of recently arrived Bosnian, Afghan and Iraqi refugees in Sydney, Australia’, *International Migration Review*, vol. 35, no. 2, 2001, pp. 472–505.

¹³ Australian Government, *Recruitment for lower skilled vacancies*, Department of Employment, Canberra, 2015, <<http://lmip.gov.au/default.aspx?LMIP/RecruitmentAnalysis>>.

panel-style job interviews involving behavioural questioning—are also unfamiliar to many recent migrants.¹⁴

To address these recruitment and workplace barriers, one of the most effective interventions is to invest in ‘employer engagement.’¹⁵ This involves working with employers to raise awareness and educate them, open up potential jobs, address specific barriers or perceived risks, and help to create special recruitment intakes where necessary.

Unfortunately few employment service providers are mandated or resourced to build sustained partnerships with employers to influence the ‘demand-side’ of the labour market. Agencies like the Brotherhood can play an ‘intermediary’ role (between the jobseeker and employer), and this approach has been built into a number of our employment programs including our demand-led *Given the Chance*¹⁶ program.

A culturally responsive approach

Given the Chance at ANZ, provides employment pathways for refugees. The program includes customised pre-employment training and supported work placements for six months. Recruits are prepared for the particular role they will take on and are trained in Australian workplace culture and expectations through the Crossing Bridges program. Employers are supported through Building Bridges training for workplace mentors and supervisors to build their understanding of the needs and experiences of refugee workers and ensure recruits receive appropriate support and guidance in the workplace. The program has been highly effective: of the participants who complete six months employment with ANZ, 91 per cent have secured ongoing employment.

Long-term unemployed people

At June 2015, nearly 60% of JSA clients had been registered as unemployed for over a year. JSA data demonstrates that long-term unemployed people were not adequately serviced.

These jobseekers face barriers due to a lack of recent experience of the labour market and often have low levels of both formal skills and employability skills, coupled with low confidence.

Aside from training as part of employment services to improve both formal and employability skills, this group benefits from targeted support to enter and maintain part-time work—which is the most likely avenue for transitioning into work.

However, the *jobactive* system does not provide payments for part-time employment outcomes at 26 weeks, reducing the incentive for providers to support maintenance of part-time work. This presents additional challenges in rural and regional areas where rates of part-time, seasonal and casual employment are higher.

The Brotherhood’s Work & Learning Centres specialise in providing intensive support to those experiencing long-term unemployment. Over half of them are also registered with *jobactive*. Recent figures reveal most program participants have been looking for work for more than six months, 42% for more than a year and one in five for more than two years.

¹⁴ Hebbani, A & Colic-Peisker, V 2012, ‘Communicating one’s way to employment: a case study of African settlers in Brisbane, Australia’, *Journal of Intercultural Studies*, vol. 33, no. 5, pp. 529–547.

¹⁵ John van Kooy, Dina Bowman and Eve Bodsworth 2014, *Understanding employer engagement programs for disadvantaged jobseekers: an exploratory study*, Brotherhood of St Laurence, Fitzroy, Vic.

¹⁶ <http://www.bsl.org.au/services/work-and-learning/given-the-chance/>

Our experience has shown that those facing long-term unemployment often lack basic computer skills; tend to be discouraged by repeated rejections and lack confidence in presenting themselves to employers. Some do not know how to navigate the labour market and modern recruitment systems; they either do not have relevant qualifications or have multiple lower level qualifications but no work experience to show their capability; and they suffer discrimination particularly for lower paid, entry-level positions where they are competing with candidates who have more recent experience.

Mature-aged jobseekers

Mature-aged jobseekers are overrepresented among the long-term unemployed. At June 2015, 70% of jobseekers aged 45 years and over were registered with JSA for more than 12 months.

The employment services system does not seem to work well for this group: those aged over 55 experience an average duration of unemployment of 71 weeks compared with 41 weeks for jobseekers aged 25–44.¹⁷

Research shows that frontline workers within employment services are becoming younger, with an increasing number in their mid-20s to early-30s. Age incongruence between older jobseekers and recruiters has been identified as contributing to unconscious bias, with younger managers more likely to subscribe to negative stereotypes about older workers.¹⁸ Older jobseekers frequently identify the young age of employment services staff as contributing to poor understanding of their needs and circumstances. There is no dedicated training to equip employment services staff with the skills to assist mature age jobseekers—a clear shortfall that ought to be addressed.

There is a gap of nearly 20 percentage points between the labour force participation of lower skilled mature-aged people (45–59 years), at 69.3 per cent, and those who completed Year 12 and have post-school qualifications, at 88.3 per cent.¹⁹

However, our research (conducted in partnership with the University of Melbourne, University of Canberra and Curtin University) has revealed that older jobseekers also experience a ‘white collar support gap’.²⁰ Mature-aged jobseekers on Newstart differ in important ways from others within the employment services system: they are more likely to have worked in managerial, professional or clerical and administrative occupations than jobseekers aged 25–44.²¹ Despite this difference, contractual pressures to deliver quick employment outcomes coupled with funding models weighted towards payment upon results can orient providers towards steering jobseekers towards relatively low-skilled, low-paid jobs that require little experience or formal training.

¹⁷ Ibid.

¹⁸ Considine, M et al., *Increasing innovation and flexibility in social service delivery: Australian report back to industry partners*, School of Social and Political Sciences, University of Melbourne, 2013; Considine, M and Lewis, J, ‘Frontline work in employment services after ten years of new public management reform’, *European Journal of Social Security*, vol. 12, no. 4, 2010, pp. 357–0.

¹⁹ Australian Workforce and Productivity Agency, *Issues in labour force participation: youth at risk and lower skilled mature-age people*, May 2014

²⁰ Bowman, D et al., *Working longer? Age mismatch in employment services*, paper presented at the Australian Social Policy Conference, UNSW, September 2015

²¹ Data on Newstart population extracted from Household Income and Labour Force Dynamics in Australia (HILDA) Survey 2013. Analysis courtesy of Rachel Ong, Curtin University.

A 2012 report noted some of the issues for mature aged jobseekers including out-of-date job search skills, skills mismatches in the present labour market (particularly computer skills), and age discrimination.²²

The Brotherhood's experience of running a Mature-Aged Participation Program has shown that mature-aged jobseekers need help with job search skills, confidence building and often digital literacy. Our research suggests that mature-aged jobseekers also benefit from individualised attention that allows providers to form an understanding of their experiences and capabilities and how this would be transferable to available jobs. Furthermore, a recognition process of informal learning could be implemented.

Young people

In September 2015, Victoria had a 15% youth unemployment rate. In some areas, this was much higher: the youth unemployment rate in Geelong was 19.6%,²³ in Melbourne's western suburbs 17.9% and on the Mornington Peninsula was 18.4%²⁴. A significant number of young people in their early twenties are not engaged in employment or full-time education. The longer they are disengaged, the harder it will be to transition them into work.

Young jobseekers face particular challenges in gaining their first job, including:

- reduced entry-level employment opportunities, with high competition for available jobs
- lack of work experience
- early school leaving and low levels of educational attainment
- geographic disadvantage in urban corridors and regional areas
- employer attitudes and reluctance to take on young people.²⁵

Furthermore, the entry-level jobs that are available to younger jobseekers are increasingly casual, temporary and part-time²⁶. Our analysis indicates that young people have been hit hard by the loss of jobs in the Victorian manufacturing sector, where young people accounted for almost two-thirds of the overall jobs decline. In 1984, almost 26,000 young people aged 15–19 had jobs in manufacturing; by 2014 this figure had fallen to just 8,400—a loss of 17,500 jobs. A similar pattern exists for young people aged 20–24, with the number employed in the manufacturing sector falling from almost 59,000 in 1984 to just over 18,000 in 2014—a loss of 41,000 jobs, or 69 per cent. During the same period the number of people over the age of 25 employed in manufacturing fell, but less dramatically, from 288,500 in 1984 to almost 260,000 in 2014—a fall of 23 per cent.

Our analysis suggests the youth labour market in Victoria has undergone dramatic changes over the past 30 years and that young people are not getting a fair share of jobs—even in sectors such as

²² Temple, J and Adair, August 2012, *Barriers to mature age employment: final report of the consultative forum on mature age participation*, DEEWR

²³ ABS *Labour force survey*, September 2015

<http://lmip.gov.au/default.aspx?LMIP/LFR_SAFOUR/VIC/Geelong>

²⁴ ABS *r*, September 2015

²⁵ Rose, Morstyn and Tudehope, *Swimming upstream: young people and service provision under JSA*, published by YACVIC, August 2011

²⁶ Campbell, I 2015 'Youth unemployment 'crisis' more about job quality', *The Conversation*, <<https://theconversation.com/youth-unemployment-crisis-more-about-job-quality-45231>>

services where there is job growth.²⁷ This makes it hard for young people to remain in steady employment or stay off income support.

It is widely agreed that mainstream employment services are not as supportive as they should be for unemployed and disadvantaged young people.²⁸

The Brotherhood's research and practice experience has identified that young people who are disadvantaged face the following challenges to successfully engaging with learning and work:

- limited family and social networks
- limited financial resources
- learning disorders
- low language, literacy and numeracy skills
- health and wellbeing issues
- no work experience
- poor understanding of the labour market
- poor understanding of workplace culture
- poor understanding of VET programs and their connection to work opportunities
- limited employability skills.

There is clear evidence that effective programs to support youth transitions incorporate rapid re-engagement, targeted skills development, hands-on experience in real workplaces, individual coaching, careers advice matched to individual aspirations, links to employers and labour market opportunities and strengthened community connections.²⁹ The design of the Brotherhood's Youth Transitions Program is heavily informed by this evidence.

The Brotherhood currently delivers the Youth Transitions Program for 15–24 year olds in a handful of youth unemployment hotspots across Melbourne. From 2016, the nationally funded Transitions to Work program will expand and enhance this approach.

Transitions to Work, however, will only be available for 15–21 year olds. Those aged 22–25 are still in the 'youth transition', are experiencing high rates of long-term unemployment, are less competitive in the labour market (being too old for youth wages), and are outside the reach of a number of Victorian Government programs such as the Local Learning and Education Networks, Workplace Learning Coordinators, VET youth loadings, and the upcoming Navigator and Reconnect programs. Without an appropriate labour market intervention, many of today's unemployed 22–25 risk facing a lifetime of entrenched disadvantage.

We believe there is an opportunity for the Victorian Government to negotiate with the Commonwealth to extend the Transitions to Work approach to those aged up to 25 years. By leveraging the planned infrastructure, the additional cost would be marginal.

²⁷ Bowman, D, 'Caught in transition?' *Insight magazine*, VCOSS, 2015.

²⁸ Jobs Australia, *Policy on youth transitions*, January 2014.

²⁹ BSL 2014 *Submission on Employment Services 2015–2020 Exposure Draft*, Fitzroy, Vic., 2014.

People living in public housing

Mainstream employment services struggle to assist the most disadvantaged jobseekers, including public housing residents. Our service experience and research suggest that these jobseekers require:

- tailored support that recognises individual circumstances
- a ‘strengths-based’ approach that focuses on what the jobseeker is capable of and what will reasonably enhance their employability (e.g. through vocational/non-vocational training, coaching and addressing non-vocational barriers to work)
- a long-term perspective to pathway planning
- networks with local employers.³⁰

The Brotherhood’s Work & Learning Centres, which predominantly support public housing residents and other highly disadvantaged jobseekers, provide a tangible example of effective Victorian Government investment that complements the support available from mainstream employment services.³¹

Questions:

3. What support services are required to assist disadvantaged Victorians find and sustain employment?

8. What are the types or characteristics of support that work well for unemployed clients, particularly disadvantaged clients?

Demand-led models can unlock employment opportunities

Australia’s employment programs focus on improving the supply of labour through education and training, increasing employability and work experience. However, there is comparatively little investment in improving employers’ *demand* for jobseekers experiencing disadvantage.

Our experience is that employers are eager to play an increased role in providing sustainable employment opportunities for highly disadvantaged jobseekers, if given the right support.

Although *jobactive* includes some measures aimed at bringing jobseekers closer to employers, it falls well short of establishing the employer-facing approach needed to support disadvantaged jobseekers into work. Wage subsidies and tax incentives offered by different levels of government, while making disadvantaged jobseekers more competitive, do not ensure a successful and sustained connection between jobseekers and employers.

Demand-led employment programs are designed to meet the workforce needs of employers, while being sensitive to the needs of jobseekers. They can open up opportunities to jobseekers who might otherwise be overlooked due to employer perceptions, recruitment practices or other issues.

Demand-led approaches start with employers’ specific vacancies or entry level areas. Opportunities are mostly brokered through labour market intermediaries (LMIs) that link and support the needs of

³⁰ Bodsworth, E.2015, *What’s the difference? Jobseeker perspectives on employment assistance: insights from Victoria’s Work and Learning Centres*, BSL, Fitzroy, Vic., 2015

³¹ Ibid.

employers and jobseekers. Employer engagement is an important but often underdeveloped aspect of the work of LMIs.³²

The Brotherhood is achieving strong outcomes in our demand-led programs by providing parallel support to both jobseekers and employers. We deliver customised pre-employment training, employer preparation and supported work placements. We prepare host businesses so they are equipped to take on disadvantaged workers and respond effectively to issues that may arise. This enables businesses to have a positive experience of diversifying their workforce. We also prepare jobseekers for the workplace, and support their continued engagement in work. Our experience shows that continuity of support before and during the placement is a key success factor. In some of our demand-led programs, the Brotherhood directly employs recruits through our Group Training Organisation, thus minimising the risks and compliance burdens for employers.

With investment and support, employers can gain loyal, productive, appropriate employees. Demand-led approaches have been shown to reduce transaction costs, build social and business networks, and lower labour market risks for employers and jobseekers, with labour market intermediaries taking on the role of ‘shock absorber’.³³ Well-designed programs can be highly beneficial to employers by reducing turnover and improving workforce diversity through an alternative recruitment approach that sits alongside traditional recruitment approaches.

Place-based models can harness local efforts to support jobseekers experiencing disadvantage

There is a need for focused approaches in communities experiencing disadvantage to foster collaboration and enable the alignment of local efforts and resources to address high rates of unemployment.

The Brotherhood believes that localism in the delivery of employment supports is pivotal. This approach underpins our Victorian Government funded Work and Learning Centres. The Centres leverage and build relationships so that the whole resources and commitment of a community, especially local businesses can be brought to bear on local unemployment. The Centres build on existing community networks and capacities—including community and training organisations, government agencies, local employers, sporting and service clubs—to provide participants with access to training, skill development, job search support, vocational guidance, group activities, networks, community connections, volunteering, work experience, and pre and post-employment support. This enables jobseekers experiencing disadvantage to become work-ready and to meet local employer needs.

Localism is further embedded by using a prime provider approach to delivery. The Brotherhood subcontracts operation to local providers that have good links with their local community and with employers. Each provider adopts the core service delivery model but has the flexibility to tailor its service offerings to local conditions and community needs. The prime provider approach enables

³² Van Kooy, J et al., *Understanding employer engagement programs for disadvantaged jobseekers*, BSL, Fitzroy, Vic., 2014

³³ Benner, C, *Shock absorbers in the flexible economy: the rise of contingent employment in Silicon Valley*, Working Partnerships USA, San Jose, 1996.

coordination and collaboration across the Work and Learning Centre sites, including the sharing of good practice and learning³⁴.

Innovative funding and governance approaches that support place-based collaborations offer a practical means by which the Victorian Government can enable local solutions to unemployment, while achieving impact at scale.

The purchasing power of government can drive employment

Government has enormous purchasing power that could be used more effectively to deliver social and employment outcomes for jobseekers and communities experiencing disadvantage.

Through social procurement, intermediate labour market programs and community enterprises, the Bracks government's Neighbourhood Renewal Program helped to create 5,000 jobs and reduce unemployment by 4% in the target population.

Currently, the Victorian Government has some small but promising social procurement initiatives funded by DHHS, including the Public Tenant Employment Program and the Community Safety and Information Service (CSIS), which is delivered by the Brotherhood. CSIS has a record of continued success in employing public housing tenants as trainees to provide security and concierge services in some of Melbourne's high-rise public housing estates. Using an intermediate labour market approach, the program enables participants to combine training with real employment experience over 12 months and supports their subsequent transition into sustained employment in the open labour market.

Importantly, the CSIS is delivered at similar costs to engaging a private security company for the same task, yet it provides significant additional value by improving safety, empowering communities and providing pathways into employment. Last year, 78% of program graduates secured ongoing jobs.

We are encouraged by the social procurement practices of some Victorian local governments and are currently supporting diverse paid work placements in roles including street cleaning, asset maintenance, library assistance, customer service and business administration. Some of these are delivered through a similar traineeship model to CSIS, involving a 12-month program with a certificate qualification, and others are delivered through supported labour hire with placements over a fixed period of 6 to 12 months. In some instances, local governments have stipulated the group to be recruited, such as Aboriginal and Torres Strait Islanders, asylum seekers, refugees, or young people.

Some of the local governments we are connected with have taken social procurement a step further, and have embedded requirements to employ disadvantaged jobseekers in their own contracting and tendering arrangements.

Our experience has shown that support from an intermediary for both jobseeker and employer is critical to making social procurement effective. While we welcome the Victorian Government's apprenticeship targets for major projects, we would like to see targets for the inclusion of disadvantaged jobseekers, backed by supported employment arrangements.

³⁴ Bodsworth, E, *Investing in local people and harnessing local communities*, Brotherhood of St Laurence, 2014.

We are aware that previous attempts in the Victorian Regional Rail Project to procure youth employment outcomes revealed the challenges of contracting for outcomes. Requiring contractors to engage an intermediary with experience of supporting disadvantaged young people might have assisted in meeting the targets.

There is considerable scope to apply social procurement and socially responsible outsourcing more widely across the Victorian public sector and to make it a standard part of tendering processes for the delivery of government support services.

Government as an employer can lead by example

The Brotherhood supports the Victorian Government's Youth Employment Scheme (YES) and has helped to place young people into these traineeships.

YES provides a robust model of structured training and employment support over 12 months for young people. Its target is to recruit at least 40 per cent of trainees with some form of disadvantage. Trainees are placed in diverse roles in departments and statutory authorities in cities and regional areas. Over 90 per cent of participants complete their traineeship, with many going on to further employment within the public sector or elsewhere. The program has been praised for providing an understanding of workplace expectations and how workplaces operate.

We understand the YES program has been wound back in recent years (from around 450 trainees to 280 per year). There is potential for this model to be strongly promoted and extended as part of a wider social procurement agenda.

Consideration could be given to developing a model suitable for mature-aged jobseekers.

Vulnerable jobseekers let down by the VET system need access to second chance training

The Brotherhood appreciates the challenges of managing the VET market and the efforts of the Victorian Government to crack down on poor quality provision and implement major systemic reforms. However, we remain concerned that significant numbers of Victorians have VET qualifications that are effectively unusable.

For example, employers in the aged care sector have reported a large number of 'qualified' care attendant applicants with low skills and little work experience. Disadvantaged communities have been targeted by poor quality providers, offering minimal hours of training, often with little face-to-face delivery, and leaving them with insufficient skills or work experience to secure employment.

Current rules of eligibility for training subsidies under the Victorian Training Guarantee mean that these people cannot retrain at the same level and are consequently locked out of both re-skilling and employment. There is opportunity to address this in the upcoming reforms to the VET system.

Skills Gap Training

The Brotherhood has successfully trialled a small number of Aged Care Skills Gap programs and one Children's Services Skills Gap program that have resulted in participants undertaking work experience, completing work based competency assessments and ultimately securing and sustaining employment. Aged care participants have been placed with employers such as Australian Unity and Benetas, as well as in the Brotherhood's own aged care facilities. Over the last three years, 128 people have participated, with 57% gaining employment in the field they trained in. The Brotherhood was recently granted a small amount of Learn Local funding to provide assessment and training for Skills Gap program participants. There is growing interest in this program from local councils, employers and individuals who are qualified but can't get into work.

Question 4. What gaps exist for unemployed Victorians in the range of existing Commonwealth and Victorian Government support measures?

The Brotherhood's service delivery experience and emerging research indicates a growing pool of working age Australians who have disengaged from the employment services system and are no longer in the formal labour market. While there are multiple explanations for labour market disengagement or exclusion, with a declining participation rate and an ageing workforce it is essential that labour market policy settings proactively engage and support these groups, including those without active participation obligations.

It is estimated that up to 13% of employment services clients are voluntary or Stream A (Limited) or are not required to meet participation requirements.

At present these jobseekers are allocated a small fixed fee and a single interview during which they might receive limited assistance with preparing a resume or advice about the local labour market. There are no resources allocated for training or ongoing support.

Many of these jobseekers may later become eligible for increased assistance (for example when their children are older or health conditions change). However, at a time when they are actively and independently seeking assistance from JSA providers, they are given very limited assistance and support. Those unable to find work may experience deterioration in their circumstances, making it even more difficult for them to find employment when required to do so.

These jobseekers include:

- single and low income coupled parents (mostly mothers) who are receiving the Parenting Payment but are not required to seek work due the young age of their children
- people on DSP who are not required to seek work
- migrants or refugees with a legal right to work in Australia who may not qualify for income support
- people not working but also not in the labour force (not unemployed)
- people who are underemployed working fewer than 15 hours.

In addition there is a group of people who are *not eligible for any support*, such as:

- Asylum seekers;
- Low income women excluded from assistance due to their partners' incomes;
- New Zealanders who moved to Australia after 2001 and are not Australian residents;
- Those who are underemployed working more than 15 hours a week, but on low wages.

The Brotherhood has found that nearly 30% of jobseekers using our services were unemployed or experiencing chronic underemployment, but were not eligible for Newstart Allowance or support from a JSA . These people include asylum seekers, refugees and migrants, and women with partners in employment.

This is a significant gap that needs to be attended to by evaluating and reconfiguring the eligibility for employment programs delivered by both the Commonwealth and Victorian Governments.

Profile of key Brotherhood employment programs

Work and Learning Centres: a place-based approach	
Objective	To provide a collaborative, place-based intervention to enable public housing residents and other people experiencing disadvantage to secure employment.
Location	Geelong, Carlton, Moe, Ballarat and Shepparton.
Duration	Sites have been operating between three and four years and are funded until June 2019.
Target group	Public housing residents and other disadvantaged jobseekers. Around 45% of clients had been unemployed for more than a year. A third of clients are under 25 years old. Where data was provided, around 65% were categorised as Stream 3 or 4 clients in the previous JSA system.
Model	<p>The W&LC model provides a markedly different approach to the Commonwealth employment services model. Underpinned by a capabilities approach that responds to individual needs and aspirations, the Centres work with jobseekers to identify both short-term and long-term career goals and planning. Building community and economic participation is at the heart of the services provided for jobseekers.</p> <p>The Centres deliver one-on-one support; training; run group based activities and workshops including job clubs and pre-employment skills/interviews. There is close engagement with local employers to understand their workforce needs and workplace requirements. Jobseekers are trained, placed in work and supported so they can better participate in the economic and social life of their communities.</p> <p>The Centres leverage local community networks and capacities. They collaborate with community and training organisations, business and government agencies to provide people experiencing disadvantage in the labour market with access to training, community groups, job search and vocational guidance activities, employers and jobs. Strong local relationships are established with other services to address non-vocational barriers to work.</p> <p>W&LCs are delivered through a 'prime provider model that supports delivery by local community organisations with strong community relationships and networks. The Brotherhood runs the Carlton WLC and supports the following partner organisations to deliver at the other locations: Northern Futures at Geelong, Church of All Nations at Carlton, Gippsland Employment Skills Training at Moe, Ballarat Neighbourhood House in Ballarat and Salvation Army Pathways in Shepparton. The Brotherhood carries responsibility for ensuring model fidelity across the five sites and manages reporting, compliance, evidence gathering, collaborative work practices and quality control as well as capturing the learning.</p>
Employers	The W&LCs engage directly with employers. The Centres are proving highly effective at helping local employers meet their workforce needs and assisting jobseekers experiencing disadvantage to build their skills, get work experience and secure employment.
Governance	<p>Each site has its own Local Advisory Panel incorporating representatives from business, <i>jobactive</i> providers, other community organisations and all levels of government.</p> <p>The program is overseen by a Management Advisory Group comprising DHHS and the W&LC providers that reports to an inter-agency steering group.</p>

Relationship with other employment programs	65% of jobseekers are registered with an employment services provider and voluntarily come to the Centres. They have not been able to get the support they need to become job ready and move into work from their <i>jobactive</i> or Disability Employment Service provider.
Funding	<p>Victorian Government funding of \$6.6m was provided in the 2015 State Budget to fund the Centres until June 2019.</p> <p>There are also considerable in-kind contributions from community agencies, employers and local businesses who work with Centre staff to give people the chance for a better future.</p>
Outcomes	<p>A recent evaluation reported that the W&LC's are making a real difference. Participants had increased their income, reduced their reliance on income support payments, improved their life satisfaction, indicated more positive mental health and vitality, and increased their confidence. To date:</p> <ul style="list-style-type: none"> • over 2,600 people have engaged with WLCs • more than 270 employers have been involved • over 550 people have completed accredited training • 71% of all clients have participated in job clubs or job search support. • over 1,400 people have been placed into work and 56% of these have so far retained their job for at least four months or more.
Replication or upscaling	There is potential to grow the program into growth corridor communities and to other regional centres that are experiencing high rates of unemployment. The model can be adapted for disengaged cohorts including young people, public housing tenants, mature-aged jobseekers, people with disabilities, and Aboriginal and Torres Strait Islanders, or into areas where there is a growing disconnection from the labour market, a higher proportion of residents with no qualifications and sparse community and economic infrastructure.

Youth Transitions Program: designed especially for young jobseekers	
Objective	To change the trajectory of young people who are not working or studying by equipping them with the skills, confidence and networks to build a career.
Location	Melton, Laverton, Craigieburn, Frankston
Duration	1st piloted in 2010 in Caroline Springs, YTP has been incrementally expended to additional locations.
Target group	Young people aged 15–24 who are not working or studying. Participants are predominately early school leavers and other young people facing barriers to employment. Around half are not connected to Centrelink.
Model	<p>Young people receive intensive assistance during a structured 13-week program to build their job-readiness and establish relationships with local employers. Follow up support is provided for up to 6 months once participants have secured work.</p> <p>YTP is designed to build partnerships with local community organisations, local employers and industry, education and training providers and local government.</p> <p>The program is delivered in local community hubs. This enables young people to be engaged in a community setting and know where to come back to for support.</p> <p>YTP incorporates:</p> <ul style="list-style-type: none"> • careers guidance informed by a participant’s skills and interests local labour market conditions • support to navigate the vocational education system • work tasters—workplace visits, learning from those already in work and what employers want from their workers • building employability skills through training programs to develop job readiness and the skills needed to identify, secure and retain a job; including personal skills such as team work, communication, customer and business awareness • foundation skills including literacy, numeracy and IT skills (where needed) • supported work experience • coaching to support and develop a young person’s employability and address barriers and perceived impediments to work and connecting with local services (such as mental health and homelessness services) to maximise a young person’s engagement with training and work. • connecting young people to mentors • support to find and retain employment • connections with other labour market programs.
Employers	The YTS relies on strong partnerships with local employers to provide young people with exposure to the world of work and connect them to employment opportunities. It broker relationships between jobseekers and employers and is responsive to local labour market needs.

Relationship with other employment programs	<p>The Australian Governments recently announced Transitions to Work program is, in part, inspired by Brotherhood's YTP. It will be rolled out across Australia, during 2016.</p> <p>The YTP helps jobseekers and employers connect with existing subsidies and supports.</p>
Funding	<p>The program leverages VTG funding and receives additional funding support from philanthropic and Brotherhood sources.</p>
Outcomes	<p>The YTP has successfully transitioned over 70 per cent of participants who complete the program into training, education and work.</p>
Replication or upscaling	<p>The Transitions to Work program is limited to 15-21 year olds. There is potential to negotiate with the Commonwealth Government to extend support to those aged up to 25 years.</p>

Given the Chance: a demand-led approach	
Objective	To provide a demand led, labour market intervention working closely with employers to help people experiencing disadvantage in the labour market to get into work.
Location	Metropolitan Melbourne
Duration	Can range from six months to three years per person
Target group	Disadvantaged jobseekers including young people, mature aged, Aboriginal and Torres Strait Islanders, asylum seekers, long-term unemployed, refugees and CALD.
Model	<p>The Brotherhood delivers a range of programs under the Given the Chance banner, tailored to the needs of different employers and jobseeker groups.</p> <p>The GtC model actively brokers opportunities, using a demand-led approach that is responsive to the business needs of employers. It provides a ‘one-stop-shop’ that understands business needs and identifies, trains and supports recruits that employers can try out.</p> <p>The model supports employers by:</p> <ul style="list-style-type: none"> • assisting them to structure positions suitable for entry level workers or disadvantaged jobseekers. • developing and implementing diversity employment programs. • training for employers. The Building Bridges Program orients employers to the program and equips supervisors, workplace buddies and colleagues with the tools to support their recruit and gain an understanding of things like refugee experiences, cultural transitions, workplace culture, and coaching for appropriate workplace behaviour. • assistance to help the employer identify the most appropriate supervisory and support strategies to both ensure a smooth transition and to embed the recruit into the work team of the organisation. <p>Parallel support for jobseekers includes:</p> <ul style="list-style-type: none"> • job preparation support, tailored to individual and workplace needs. • Crossing Bridges job preparation training that focuses on workplace behaviour and culture. • support to find further employment through a direct recruitment service to help jobseekers, once they are ready, move into the open labour market. <p>A field officer provides post placement support to both the candidate and the employer, troubleshooting and addressing any issues as they arise and supporting the employer where required.</p> <p>In some instances, recruits are directly employed by their workplace. In others, they are employed by the Brotherhood’s GTO via traineeships or fixed-term labour hire work placements for up to 12 months duration.</p>
Employers	GtC currently has employers in a range of industries including ANZ (refugees and Aboriginal recruits), Monash University, Spotless Group, DHHS, Benetas, Goodstart, Marriott, Radisson, Woolworths, Peter Rowland Catering and the cities of Yarra, Melbourne, Port Phillip and Hobson’s Bay.

<p>Governance</p>	<p>The program is governed by an internal BSL steering group. BSL is also a registered Group Training Company and a national member of Group Training Australia</p> <p>The Asylum Seeker Program is governed by an internal and external Advocacy Steering Group comprising representatives from the Departments of Employment and Immigration, as well as Health, and an intermediate labour market representative</p>
<p>Relationship with other employment programs</p>	<p>Given the Chance recruits from jobactive and other local community agencies including Neighbourhood Houses, Indigenous Associations, LLEN's, RTO's, Schools and ethnic community groups and service providers. Networks are developed and maintained in numerous locations depending on the jobs available in those locations.</p>
<p>Funding</p>	<p>Given the Chance is financed by a combination of philanthropic support, contributions made by participating businesses and the Brotherhood's funds. State and Federal Government subsidies are accessed where the Brotherhood directly employs recruits through our GTO.</p>
<p>Outcomes</p>	<p>The program reduces transaction costs for both employers and jobseekers. It helps to build social and business networks and lowers labour market risk for employers and jobseekers.</p> <ul style="list-style-type: none"> • The Asylum Seeker program has retention rates of 75.5% employment outcomes for 2013–14 participants six months after placement in a job. • Given the Chance at ANZ has a 91% retention rate for those who graduate from the 6 month program. • Traineeship and labour hire placements have retention rates of 81% . For 2013–14 participants, and of those who completed their placements and gained a secondary job, 78% were still employed six months later.
<p>Replication or upscaling</p>	<p>With public investment, and greater social procurement for employment outcomes, there would be significant opportunity to scale up supported employment approaches tailored to the needs of large employers or industry sectors..</p> <p>The Given the Chance at ANZ program has been replicated through a licensing arrangement with ACCESS services in Queensland and is currently being replicated with Work and Training in Tasmania.</p>

Community Safety & Information Service: social procurement in action	
Objective	To leverage public expenditure on security and concierge services to provide public housing residents with a path to sustained employment.
Location	Public housing estates of Richmond, Collingwood and Fitzroy. The Service operates from the base of the high-rise towers on these estates.
Duration	The program has been operated by BSL since 2005. It is currently funded to 30 June 2016.
Target group	<p>Public housing tenants.</p> <p>The Service currently employs around 20 residents each year. Upon commencement of the program, most participants have multiple barriers to employment including: low English language skills; little or no workplace experience and often no Australian workplace experience; no or low qualifications and often no Australian qualification; disabilities; and mental health issues.</p>
Model	<p>Participants undertake a 12 month traineeship in Certificates II and III Security Operations. They staff concierge booths on the estates providing security and information services to local residents, whilst gaining transferable skills and an industry recognised qualification. Throughout the period of training and employment, trainees are given coaching and workplace support to ensure they build the skills they need for the mainstream labour market.</p> <p>CSIS was evaluated as part of a wider research project examining intermediate labour markets in 2012. Some of the key findings were that CSIS offered integrated support, transitional employment and training which provided participants with:</p> <ul style="list-style-type: none"> • ‘real work’ experience within a safe, supportive workplace environment so that participants could learn to meet expectations of mainstream workplaces and develop confidence and skills. • close and supportive direct supervision including modelling of appropriate workplace practice in a supportive way. • ongoing case management through a dedicated field officer which was essential in assisting participants to address ‘non-work’ issues, allowing disclosure of issues which might affect work performance and working with participants to resolve these issues. • an integrated approach to work supervision and support. • accredited training integrated with on-site work experience which offered opportunities to learners who were otherwise unlikely to enrol in further training. • integration of job searching, employer engagement and post-placement support to secure transition to the mainstream labour market.
Governance	The model is delivered through a funding and services agreement with DHHS. BSL program managers participate in each local estate community safety meetings and tenant management groups.

Relationship with other employment programs	CSIS participants are recruited through local community agencies, through BSL's other employment programs such as Given the Chance for Asylum Seekers and through local jobactive providers. Once participants complete the program they are referred through to the Work and Learning Centre for additional support if required to find ongoing employment in the field in which they have been trained.
Funding	<p>Department of Health and Human Service (DHHS) funding was extended in 2015 until June 2016.</p> <p>The Service is delivered at similar costs to a private security company, yet provides significant additional value for money by improving safety, empowering communities and providing pathways into sustainable employment.</p> <p>As residents move into employment they pay increased rents to the Office of Housing, which could be viewed as a cost offset.</p>
Outcomes	<p>The service has produced very strong outcomes:</p> <ul style="list-style-type: none"> • around 78 per cent of participants have transitioned into mainstream employment, mostly with private security companies where strong partnerships have been forged. • it has proven highly effective at providing employment pathways for young migrants, refugees and mature aged jobseekers who have fallen out of the labour market. • there has been positive impact on violence and safety on the estates. The Service has facilitated effective collaboration and improved relationships with police and other services to enhance safety. • it has provided positive community role models, by demonstrating the capacity of public tenants to be both functional employees and service providers in their own communities.
Replication or upscaling	There is potential for the state government to adopt a more comprehensive approach to social procurement and socially responsible outsourcing across the public sector.