

Building Australia's Future Workforce package

Overarching Evaluation Strategy

*Approved by the Building Australia's Future Workforce Implementation and Evaluation Steering Committee
on Friday 18 November 2011*

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1 Executive Summary

The *Building Australia's Future Workforce* (BAFW) package was a centrepiece of the 2011-12 Budget, designed to build an educated and skilled workforce and provide opportunities for all Australians to experience the benefits of work. It includes measures from the Department of Education, Employment and Workplace Relations, the Department of Human Services and the Commonwealth Department of Family, Housing, Community Services and Indigenous Affairs.

The BAFW package is conceptualised as having three interrelated streams: skills, workforce participation and place-based, each with its own overarching objective (see Figure 1). In total it contains 39 measures, of which 34 are in scope for this evaluation: 11 in the skills stream, 16 in the workforce participation stream and 9 in the place-based stream (See Section 4 and Appendix 4)

The BAFW package will be evaluated at three separate, but related levels: evaluation of the overarching package, evaluation of each of the three streams and evaluation of each individual measure (see Figure 2). The purpose of this document is to describe the strategy for the two highest levels of evaluation: evaluation of the overall package and of each of the three streams:

- At the overarching level, the evaluation will look at the overall impact of the package on the individuals, families, services and industries that it is designed to affect. The focus will be very much on clients and stakeholders, and to a lesser extent on the individual programs that have been put in place.
- At the stream level, the evaluation will focus more closely at the collective impact of the suite of measures within each stream. The focus will be on whether the broad outcomes for each stream have been achieved and to what extent the individual outputs and outcomes (see Appendix 1) have been realised.

The approach for the evaluation is detailed in Section 6, but broadly comprises:

- A focus on answering the 19 key questions (See Section 5) that have been developed by the Evaluation Management Group – a cross-portfolio committee representing the interests of all participating departments.
- The early capture of baseline data
- The collection and analysis of both qualitative and quantitative data
- The use of a set of high-level performance indicators
- The use of comparison locations and populations where possible
- The use of a flexible approach to reflect the relative importance of issues as they arise, and the availability of resources and data.

The evaluation will draw from a number of existing and new data sources including administrative by-product data, surveys, focus groups, forums, in-depth case studies, individual case management plans and program-level monitoring and evaluation reports. The evaluation will also make use of both existing and new data collections, including those established for the evaluation of Job Services Australia (DEEWR 2009)¹ and the evaluation of the Jobs and Training Compact.

This evaluation is funded over four financial years commencing 1 July 2011 and concluding in October 2014. It will produce regular 6-monthly implementation reports to Ministers (commencing in February 2012), an interim evaluation report in December 2013 and a final evaluation report in October 2014.

¹ See DEEWR 2009, *Evaluation Strategy for Job Services Australia*, <http://www.workplace.gov.au/NR/rdonlyres/626F91F4-0E98-42FD-BC4E-A42BF142A104/0/EvaluationStrategyforJobServicesAustralia20092012.pdf>

2 Introduction

2.1 The Building Australia's Future Workforce package

The *Building Australia's Future Workforce* (BAFW) package was a centrepiece of the 2011-12 Budget, designed to build an educated and skilled workforce and provide opportunities for all Australians to experience the benefits of work. A more highly skilled and adaptable workforce is critical to Australia's long term economic success. The package offers a suite of measures to up-skill Australian workers, especially those in industries facing structural change, to engage people currently outside the labour market and to break the cycles prolonging the intergenerational transmission of disadvantage. Many people with disability work and many want to work but need extra support to find and keep a job. Many long-term unemployed people, mature-aged people and jobless families also want work but face barriers to participation.

The package invests significantly in skills measures and major reforms to VET designed to improve the quality, transparency, equity and efficiency of the national training system that is capable of driving productivity and innovation. It provides immediate skills assistance to industry and apprentices, provides foundation and pre-vocational training, sets the path for meeting medium-term skills needs and provides assistance and encouragement to participate in the workforce for groups with lower participation levels.

It harnesses opportunities from across Government agencies to increase labour market participation by balancing the introduction of additional obligations with more opportunities and support.

Building Australia's Future Workforce introduces a new approach to welfare and service delivery to address the high levels of disadvantage that people in some communities face. This recognises that the patchwork economy means that some regions are not doing as well, and that a more intensive approach is needed in some communities to break the cycle of ongoing disadvantage. This stream includes specific place based measures complemented by broader regional measures.

The package is conceptualised as having three interrelated streams: Skills, Workforce participation and Place-based. Each of these streams has its own overarching objective:

- Skills stream: Improve education and skill levels across the labour market, including unemployed people, so that Australians are equipped with the skills required to thrive in a more innovative and sustainable economy and contribute to the productivity of the nation.
- Workforce participation stream: Match greater responsibilities with more responsive assistance to ensure most Australians know the dignity of work, bringing them better health, financial rewards and civic and social engagement.
- Better Futures - Local Solutions: Providing new services, opportunities and responsibilities to boost the educational attainment, job readiness, child wellbeing and functioning of families with young children in some of the most disadvantaged locations across the country.

Figure 1 provides an overview of the package. Further detail on the individual measures is available in Section 4 and Appendix 4 of this document.

Figure 1: Overview of the Building Australia's Future Workforce package

Participation through increased responsibility with more opportunities and support

Match greater responsibilities with more responsive assistance to ensure more Australians know the dignity of work, bringing them better health, financial rewards and civic and social engagement.

Those who can work will be required to engage with support to reap the benefits of economic and social participation. Building Australia's Future Workforce is:

- ensuring young people are either earning or learning, with a focus on practical skills
- supporting people with disability to participate in the workforce and the community where they are able
- ensuring very long term unemployed people remain active and have access to greater assistance for their return to work
- supporting parents into work while balancing their parenting responsibilities
- changing the tax system to help people stay in work and keep more of their earnings.

Skilling Australia's Future Workforce

Improve education and skill levels across the labour market, including unemployed and underemployed people, so that Australians are equipped with the skills required to thrive in a more innovative and sustainable economy.

Improving skill levels yields great individual benefits, meaning people are more productive, adaptable in the workforce and more likely to maintain stable and meaningful employment. The Building Australia's Future Workforce is:

- building better skills to increase workforce participation
- placing industry at the heart of the training effort
- harnessing the skills and experience of older Australians
- making Apprenticeships work for more Australians
- delivering a modernised national training system to meet the longer term needs of the economy.

Better Futures, Local Solutions: A new approach to addressing disadvantage in targeted locations

Providing new services, opportunities and responsibilities to boost the educational attainment, job readiness, child wellbeing and functioning of families with young children in some of the most disadvantaged locations in the country.

Some geographic regions still experience concentrated disadvantage so Building Australia's Future Workforce is:

- providing opportunity and responsibilities to help teenage parents and jobless families to increase employment and education outcomes, family functioning, parenting skills and child wellbeing, mindful of their circumstances
- encouraging community engagement to develop tailored solutions to improve workforce participation and support school readiness and better outcomes for children
- ensuring children in disadvantaged locations are ready for pre-school and school and that welfare payments are spent in the best interests of children
- maximising investment in employment, training and family services in disadvantaged locations.
- strengthening education, jobs and skills pathways in regional Australia

2.2 Evaluation requirement and development of the evaluation strategy

An evaluation of the Building Australia's Future Workforce package is required by the Australian Government. Resources for this purpose were allocated in the 2011–12 Budget. These are outlined in more detail later in the strategy.

This evaluation strategy has been developed by the BAFW Evaluation Management Group. In doing so it has sought advice and input from the National Place-Based Advisory Group, the BAFW Skills Working Group, the BAFW Place-Based Officials' Working Group and all individual measure owners. The BAFW Implementation and Evaluation Steering Committee also provided guidance and input.

Two external evaluation experts were engaged to provide independent advice on the strategy:

- Dr Wendy Jarvie provided advice on the evaluation of the place-based stream; and
- Mr Peter Noonan (of Allen Consulting) provided advice on the evaluation of the skills and workforce participation streams.

3 Purpose

The Building Australia's Future Workforce package will be evaluated at three separate, but related levels: evaluation of the overarching package, evaluation of the three streams and evaluation of each individual measure. Figure 2 shows the conceptual split between these three levels. The purpose of this evaluation is to assess the impact of the package at both the overarching level and at the stream level.

3.1 Evaluation at the overarching and stream levels

At the overarching level, the evaluation will look at the overall impact of the package on the individuals, families, services and industries that it is designed to affect. The focus will be very much on clients and stakeholders, and to a lesser extent on the individual programs that have been put in place. However, where it is possible to identify the role an individual program/s has made, this will be reported.

At the stream level, the evaluation will focus more closely at the collective impact of the suite of measures within each stream. The focus will be on whether the broad outcomes for each stream have been achieved and to what extent the individual outputs and outcomes (see Appendix 1) have been realised. Where relevant, the evaluation will also aim to identify those learnings that have been generated through the use of innovative approaches, e.g. pilot measures in the place-based stream. Specifically it will focus on:

- The contribution of skills measures to creating a national training system that responds to the needs of industry and learners.
- The contribution of the total package on participation in employment, training and education and improved engagement towards those outcomes.
- The results from place-based strategies on community engagement, educational attainment and workforce participation of vulnerable groups in disadvantaged areas, strengthening education, jobs and skills pathways in regional Australia and improving school readiness and better outcomes for children.

The attribution of results to individual measures will be a significant challenge for this evaluation. The use of a wide range of data sources, both qualitative and quantitative will provide the most sound basis possible for doing this, but the complexity of the package and the long lead time for many measures means it will not always be possible to identify the key change agents. However, to the maximum extent possible, this evaluation will provide an evidence base that policy makers and program managers can use for fine-tuning of the package.

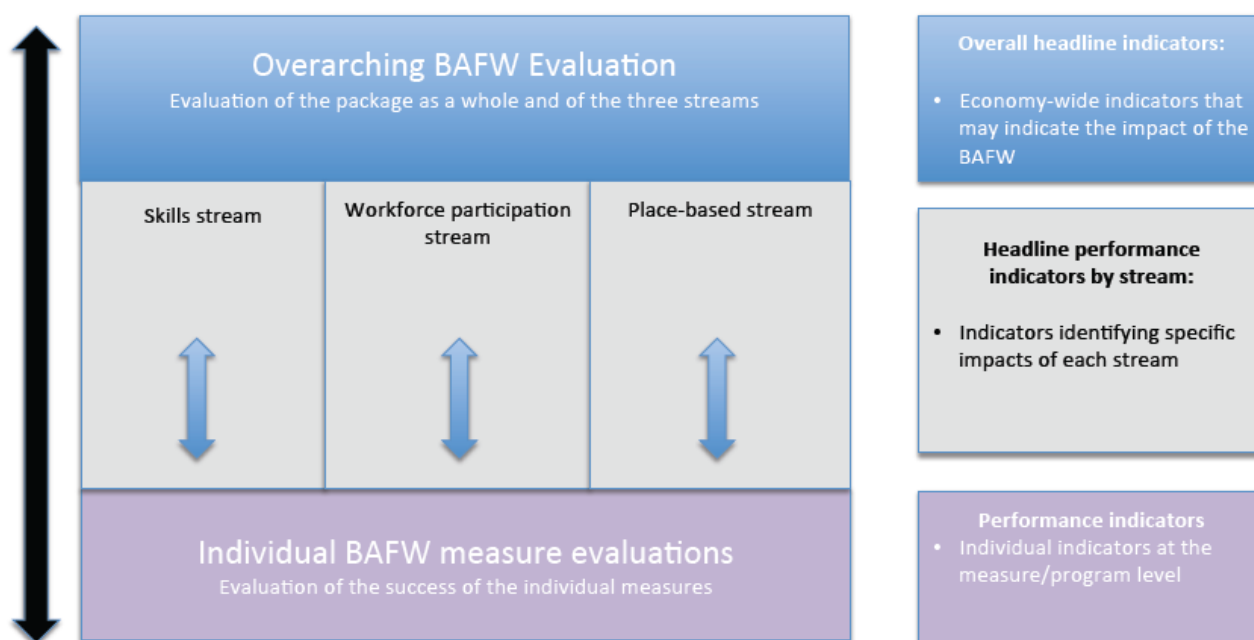
3.2 Relationship to individual measure evaluations

All measures are required to be evaluated individually. The focus of these evaluations is on the individual measures only, so there will be limited consideration of the linkages to, and overlaps with other programs for that target group or location. The purpose of these evaluations will be to drive individual program improvements and to assess the impact of individual programs.

Whilst there is no formal requirement for individual evaluations to comply with the conceptual framework for the overarching evaluation, the BAFW evaluation team is working with individual measure owners to maximise the benefit of the evaluations to both parties. This includes:

- Encouraging the use of the BAFW program logic diagrams as a starting point for describing individual programs (with a real focus on ensuring key output and outcome data will be available); and
- Identifying where key questions for the individual measure evaluations and the overarching evaluation align.
- Where possible, aligning data sources and terminology
- Obtaining comment from measure owners on key documents and data collection tools
- Providing feedback to measure owners on their evaluation strategies and data collection tools, and how these can be adapted to best align with and contribute to the overarching BAFW evaluation.

Figure 2: Conceptual model of the three levels of BAFW evaluation



4 Scope

The scope of the evaluation is defined by several factors: the diversity of the objectives and the complexity of the measures and interactions, the relatively short timeframe in which the evaluation is taking place (only two years for some measures) and the actual measures that are being considered in terms of their contribution to the broader BAFW goals and objectives.

Whilst a number of the measures in the BAFW package are ongoing, this evaluation is required to provide its final report in October 2014. The Evaluation Management Group has identified the short-term and medium-term outcomes that are achievable within the time-frame of the evaluation, via a program logic approach (see Appendix 1). The diagrams at Appendix 1 also include the longer term outcomes from the package, but notes these are unlikely to occur before October 2014.

The scope of this evaluation is therefore limited to exploring those outputs and outcomes that are achievable before the October 2014 reporting deadline.

In total, the BAFW package contains 39 measures. Of these, only 34 will be considered in-scope for the overarching evaluation. These are listed below by stream and by measure number. Appendix 4 provides a short description of each measure.

4.1 Skills stream

1. National Workforce Development Fund
2. Productivity Education and Training Fund
3. Accelerated Australian Apprenticeships
4. Apprenticeship Mentoring
5. Improved Access to the Language, Literacy and Numeracy Program
6. Additional Workforce English Language and Literacy Program places
8. More help for mature age workers
17. Training Places for single and teenage parents
24. National Workforce and Productivity Agency
25. Australian Apprenticeship Access Program – continuation of funding
26. National Partnership for Vocational Education and Training / National Agreement for Skills and Workforce Development

4.2 Workforce participation stream

7. Indigenous Youth Careers Pathways Program
16. Implementation of more efficient and accurate assessments for Disability Support Pension
18. Services to assist single parents enter the workforce
19. Wage subsidy for the very long-term unemployed
22. Supporting families with teenagers
27. Changes to the eligibility criteria for Youth Allowance (Other) and Newstart Allowance
28. Transitional activities for school leavers
29. Wage subsidies for people with disability
30. Linking job seekers with a disability to national employers
31. Increased obligations for very long-term unemployed job seekers
32. Streamlining services for job seekers
33. Connection interviews and Job Seeker Workshops
36. Disability Support Pension – participation requirements
37. Disability Support Pension – allow all recipients to work up to 30 hours a week
38. Audit of Disability Support Pension new claim assessments
39. Incentives for single parents and Parenting Payment reforms

4.3 Better Futures – Local Solutions (place-based) stream

4.3.1 Core measures

20. Compulsory participation plans and supports for teenage parents (Ten locations²)
23. Australian Government Action Leaders, Community Action Leaders, Local Advisory Group and Local Solutions Fund (Ten locations²)
34. Compulsory participation requirements for jobless families – targeted locations (Ten locations²)
35. Targeted locations (Five locations³) – Income Management

4.3.2 Supporting measures in the BAFW package

9. Targeted locations – extension of the School Enrolment and Attendance Measure (in Logan only)
10. Job Services Australia demonstration Pilots for highly disadvantaged job seekers
11. Priority Employment Area Initiatives – Local Employment Coordinators and Job Expos
12. Regional Education, Skills and Jobs plans
15. Improved Services – Tailored support for job seekers – Local Connections to Work (Two to ten locations⁴)

Five measures are out of scope, two tax measures (Dependent Spouse Tax offset phase out and Bringing forward the Low Income Tax Offset), Indigenous Ranger Cadetships, the BAFW Information Campaign and the BAFW Overarching Evaluation. The decision as to those measures that are out of scope was made by Ministers in the early design phase of the package and the accompanying evaluation.

5 Evaluation questions

The Evaluation Management Group has identified 19 key questions for this evaluation: six overarching questions that relate to the entire package, four that are specific to the skills stream, six that are specific to the place-based stream and three that specifically address issues in the workforce participation stream. These are listed in Table 1 below.

The overarching questions apply across the package, and will be asked of all three streams. The stream-specific questions will only be asked of the stream to which they belong. Analysis of findings, both at the overarching and stream levels will incorporate the findings from both levels of questions.

Each evaluation question can be classified as focusing on one of three evaluation criteria:

- Effectiveness (E) – whether key objectives and goals have been met, and to what extent. These relate to the achievement of the outputs, short-term outcomes and medium-term outcomes identified in the program logic diagrams at Appendix 1.
- Appropriateness (A) – these ask whether the right approaches or mix of approaches has been put in place to achieve the desired goals and objectives.
- Why (W) – these try to understand the reasons why outcomes are or are not being met. This includes questions regarding barriers, enablers, quality issues and unintended consequences.

The main focus of the each question is indicated by the letter in brackets.

To the greatest extent possible, within the timeframe and resources for the evaluation, an assessment of the value-for-money of the BAFW package will be undertaken.

² Bankstown, Shellharbour and Wyong in New South Wales, Hume and Greater Shepparton in Victoria, Logan and Rockhampton in Queensland, Playford in South Australia, Kwinana in Western Australia and Burnie in Tasmania.

³ Bankstown in New South Wales, Logan and Rockhampton in Queensland, Playford in South Australia and Greater Shepparton in Victoria.

⁴ Currently in Burnie in Tasmania and Playford in South Australia. Will be rolled out to an additional five sites per year. The eight additional Place-based sites have been shortlisted in a list of 72 sites.

Table 1: Evaluation key questions

Overarching evaluation questions		
<p>O1. Has BAFW improved participation in employment, training and education in key target groups and the ten place based locations? (E)</p> <p>O2. Has BAFW improved engagement in activities that lead to increased participation in employment, training and education? (E)</p> <p>O3. Has BAFW improved the quality and appropriateness of services provided to target groups (i.e. are people being engaged in the right mix of services)?(A, W)</p> <p>O4. What barriers and enablers have impacted on the ability of the BAFW package to achieve its objectives? (W)</p> <p>O5. What unintended consequences – both negative and positive – have arisen as a consequence of implementing the BAFW package? (A,W)</p> <p>O6. What are the key lessons and suggested actions to improve the overall performance of future workforce and participation initiatives?</p>		
Skills evaluation questions	Workforce participation evaluation questions	Place-based evaluation questions
<p>S1. To what extent has BAFW affected employers' awareness of, and investment in workforce development and training? (E)</p> <p>S2. Has BAFW contributed to an increase in the qualifications and skills, including foundation skills, of people in the targeted populations? (E)</p> <p>S3. Did BAFW meet the expectations of employers and industry in responding to skills shortages? (E)</p> <p>S4. How effective has BAFW been in addressing skills-shortages and improving workforce planning? (E)</p>	<p>W1. Has BAFW improved the willingness and confidence of target groups to participate in activities that lead to an employment, training or education outcome? (E)</p> <p>W2. What changes (if any) have occurred to employer attitudes towards employing the key target groups? (E)</p> <p>W3. What levels of awareness do employers have, of available services and supports for key target groups? (E)</p>	<p>P1. Has BAFW changed family functioning, children's outcomes and the capacity of people to manage their day-to-day affairs, including financial management? If so, how? (E)</p> <p>P2. Has BAFW resulted in the increased participation of children in activities that improve their well-being? What impact, if any, has this had on children's or family outcomes? (E)</p> <p>P3. Has BAFW changed linkages between services, including between levels of government and with local communities and service providers? Has this contributed to changed outcomes for the most disadvantaged clients? If so, how? (E)</p> <p>P4. Have existing service providers changed their attitudes and practices towards assisting target groups (for example through a greater commitment to ensuring services meet the needs of hard-to-reach target groups)? What impact, if any, has this had on target groups? (E)</p> <p>P5. What have been the benefits and limitations of the place-based approach, including any impact on the capacity of communities to design and deliver local solutions? (W)</p> <p>P6. What impact have compulsory participation plans had on the level of participants' engagement in activities? (E)</p>

6 Evaluation approach

6.1 General approach

The focus of this evaluation is on answering the 19 key evaluation questions listed in the above section. It will also explore issues directly associated with the implementation of the package.

Baseline data will be captured as early as possible for all target groups, [potential] measure recipients, service providers and relevant employers and industry. Baseline data will come from a range of sources including administrative data, existing surveys, existing evaluation reports and the collection of new quantitative and qualitative information.

The ability to collect meaningful baseline data will be affected by the start date of the programs (nineteen programs had already started in mid 2011), the limitations of existing data sources and the lead time required for the collection of new data. However, all efforts will be made to gather comprehensive and robust baseline information.

To the greatest extent possible, individual measure owners will be encouraged to include an Indigenous identifier in their data collections. This will be critical to the Indigenous Impact study being undertaken in the latter half of this evaluation.

Where possible, this evaluation will draw on existing data sources including administrative data, surveys and individual measure monitoring and evaluation reports. This will not only minimize costs, but also reduce respondent and reporting burden and ensure that consistent messages are being presented in both the overarching and individual evaluations. It is also expected that additional data being collected by the BAFW evaluation team will be available to individual measure owners for their own needs. Data sources are detailed further in Section 7 'Data sources for the evaluation'.

Wherever appropriate and possible, quantitative data will be supplemented with qualitative information. Qualitative information will come from individual evaluation reports (see Section 7.6), the employer engagement consultancy (see Section 7.8), the place-based qualitative study (see Section 7.10) and additional information collected by the BAFW evaluation team during field visits, attendance at forums, training sessions and other activities during the life of the evaluation.

A set of performance indicators will be developed to support this evaluation. This will include a limited set of high-level indicators to indicate change at the broadest levels. A further set of lower-level indicators will also be identified to facilitate assessment of the impacts of each stream. To the greatest extent possible, all indicators will draw on existing frameworks and data sources. Caveats will also be included with regard to the ability to assign attribution of the changes to the BAFW package and any limitations with the data itself.

This is a complex evaluation, and will require a single coordination point to ensure: all key questions are being addressed to the maximum extent possible; all opportunities are being taken to maximise BAFW data collection dollars; the timing of data collection and analysis is consistent with reporting requirements; there is no duplication of data collection activities for this evaluation and those happening at the individual measure level; and that all stakeholders are involved in the most appropriate way. Managing this complexity is the responsibility of the BAFW Evaluation Team, supported and guided by the Evaluation Management Group.

The evaluation strategy adopts a flexible approach, recognising that as the evaluation progresses new questions will emerge, while some of the questions identified as significant at the outset will become less important over time. As the evaluation progresses its content may change to reflect the relative importance of issues and the availability of resources and data.

It is also recognised that it will be difficult to tease out the impact of external factors such as changes in the economy or the availability of job opportunities. The flexible approach will provide some scope to incorporate these issues if and as they arise. The evaluation reports will also aim to provide contextual information about the broad environment in which the measures have been operating.

Wherever possible, appropriate comparison groups or locations (groups of people or locations with characteristics as similar as possible to the affected groups/locations, but which are not impacted by the measure/s) will be constructed, to assess and exclude such changes, revealing the 'value-add' provided by the BAFW package/measures on the affected group/location.

6.2 Issues specific to the place-based stream

All but one of the ten priority sites are the most disadvantaged Local Government Area (LGA) within a much larger Priority Employment Area (PEA)⁵. In order to assess impact, evaluation of the core measures will employ the use of comparison locations.

- Up to five comparison sites for Teenage parents, Jobless Families, CALs, GALs, Local Solutions Fund and the Local Advisory Groups will be selected from the most disadvantaged LGAs in the remaining PEAs and chosen on the basis of their similarities to the existing priority sites. Sample selection will draw upon the expertise of the DEEWR team that identified the initial priority list.
- The four priority sites that do not have the Income Management measure in place will be used as comparison sites for the Income Management measure (unless another more suitable comparison group is found).

These comparison locations will be used to assist in assessing the 'value-add' provided by the place-based approach over and above the impact of BAFW and other national programs available to these communities.

Resource constraints mean that a more limited use of comparison locations will be used to evaluate the supporting measures. This limitation is also due to the fact that the supporting measures not only cover a much greater geographical area than the core measures, but there are many more sites in total.

Unfortunately, the comparison sites chosen for the core measures will not be useful in this instance, as they will be chosen at least partly on the fact that they include the supporting measures (to limit the variables in play). However, up to five additional comparison sites will be chosen to ensure the mix of measures is well represented and if resources allow, will include sites where none of the place-based measures have been implemented.

Finally, since the majority of the place-based measures are trials, it is equally important to assess learnings generated from stakeholders as it is to measure impact. This will be a strong focus in the data collection and analysis method.

6.3 Issues specific to the skills stream

The nature of the National Partnership on Vocational Education and Training / National Agreement on Skills and Workforce Development measure (number 26) makes it difficult to consider in the context of the overarching goals of the BAFW package. This measure is for the development of a Commonwealth-State National Agreement and Partnership and encompasses the whole training sector. For this reason, consideration of this measure will be limited to:

- the performance indicators and data reported in the Review of Government Services
- the reports produced for the COAG Reform Council; and
- limited information collected by this evaluation regarding the process for implementing the agreement.

⁵ Only Rockhampton is outside a Priority Employment Area.

The Productivity and Education Training Fund measure (number 2) focuses on changes to enterprise bargaining agreements. It will not be possible to assess the impact of this measure in the timeframe of the BAFW evaluation, so this evaluation will only collect data on the Fund implementation, and no attempt will be made to collect data on impact, drawing only on any information collected via the individual measure evaluation.

In addition, due to the timing required to establish the process and the diversity of projects involved, consideration of the National Workforce Development Fund (measure number 1) will not be at the individual project level, but rather will seek to understand overall industry and enterprise changes to attitudes and behaviours, as a result of the Fund.

7 Data sources for the evaluation

The evaluation will draw from a number of existing and new data sources including administrative by-product data, surveys, focus groups, forums, in-depth case studies, individual case management plans and program-level monitoring and evaluation reports. The evaluation will also make use of both existing and new data collections, including those established for the evaluation of Job Services Australia (DEEWR 2009)⁶ and the evaluation of the Jobs and Training Compact.

This section provides detailed descriptions of these data sources and their relevance and contribution to the BAFW evaluation.

7.1 DAISES

The Dynamics of Australian Income Support and Employment Services (DAISES), also known as Stepping Stones, is a longitudinal survey which provides information about the participation patterns of people receiving government assistance, including employment services and/or income support, to assess the effectiveness of government programs. The survey consists of four cohorts of respondents who are accessing, or have recently accessed, employment services or income support, including Disability Employment Services. Cohorts 1-3 are currently in the field (see Figure 2), while Cohort 4 is scheduled to be introduced into the survey in March-May 2012. DAISES data is applicable to all three streams and will supplement data collected by the new BAFW Employment participation and engagement longitudinal survey (see Section 7.7) which addresses the broader focus of the BAFW package. Data captured in this survey can be linked to administrative data, making it a valuable data source across a number of BAFW measures. To enhance the value of this data source to the BAFW evaluation, some minor modifications to the DAISES questionnaire will be made e.g. adding additional response categories that relate to BAFW measures and priorities and through the addition of a new 'work readiness' question. Cohort 4, which is currently being designed, will also take into consideration BAFW requirements where possible, and where it does not compromise the core purpose of this survey.

Whilst the Daises survey will provide some useful baseline and other data across the evaluation it is expected its greatest contribution will be for the workforce participation stream.

7.2 SFiA

Conducted by The Australian Institute of Family Studies (AIFS) on behalf of FaHSCIA, the Stronger Families in Australia longitudinal study surveys families with young or school-aged children in selected locations to measure the impact of Communities for Children initiatives. The two-phase study measures changes in child, family and community outcomes, including child and family wellbeing. The second phase of the study

⁶ See DEEWR 2009, *Evaluation Strategy for Job Services Australia*, <http://www.workplace.gov.au/NR/rdonlyres/626F91F4-0E98-42FD-BC4E-A42BF142A104/0/EvaluationStrategyforJobServicesAustralia20092012.pdf>

will survey phase one families and an additional 1,800 families in October-November 2011 (see Figure 2), and again in September-October 2012 (to be confirmed).

SFiA data is most relevant to the place-based stream, the teen parents and jobless families measures in particular. Consultations with FaHCSIA and AIFS regarding the appropriateness and cost of the SFiA data for BAFW evaluation are ongoing, since the current SFiA data covers only two of the ten place-based locations. Also, while there are sufficient jobless families in the sample, the teenage parents sample would need to be boosted. The SFiA data may be able to be linked to other administrative data sets through the Centrelink Client Reference Number, but ethical and technical issues will need to be addressed to allow this to occur.

7.3 DEEWR Employer Services Survey

The DEEWR Employment Services Survey is a national survey that captures information about employers' recruitment practices and awareness of, and experiences with government funded employment recruitment and employment assistance initiatives over the previous 12 months. Information is also gathered about employers' attitudes towards hiring people from particular equity groups including Indigenous Australian, people with disability and mature aged job seekers. Focus groups and interviews will also be conducted with employers in regional and metropolitan areas in selected states.

The next DEEWR employer survey will be conducted in two stages (see Figure 2); attitudinal data will be collected in April-May 2012 and recruitment practices data will be collected in 2013 (date to be confirmed). In consultation with survey owners some minor changes to questionnaires will be made to capture BAFW-specific data. Also, the 2012 attitudinal survey sample will include non-JSA and DES employers to accommodate the broader focus of the BAFW.

It is expected this survey will provide information that is of most use to the skills and workforce participation streams.

7.4 PPM

The Post-Program Monitoring survey (PPM) has been undertaken by DEEWR on an ongoing basis since 1987 and is used to determine the labour market and education status of program job seekers around three months after they reach a 'trigger point'⁷. The PPM survey is primarily a mail-based (with telephone follow-up of non-responders), post-exit survey. PPM covers jobseekers participating in Job Services Australia (JSA), Indigenous Employment Program (IEP), and Disability Employment Services (DES) across Australia.

Where needed, sample sizes and/or response rates will be boosted to ensure quality data. Also, minor alterations to surveys will be made to capture BAFW-specific data.

Further work needs to be undertaken to determine the overlap between BAFW recipients and those captured by the PPM survey. Once this is established, the value of this survey to the BAFW evaluation can be determined and if appropriate, consideration given to the boosting of sample sizes and/or response rates and the making of changes to the survey questionnaire.

Initial work indicates this dataset will be of most use in the Skills and Workforce Participation streams.

⁷ This is following the completion of a significant activity e.g. an intensive activity placement, initial service period, work experience period or program exit. Full details of all trigger points can be found here on page 29 <http://www.deewr.gov.au/Employment/ResearchStatistics/ProgEval/Documents/LMAOMar2011.pdf>

7.5 Administrative data

All measure owners under BAFW will be collecting data about the inputs, activities and outputs in relation to their individual measures. This data will be central to the BAFW evaluation – both in terms of baseline and ongoing results. In addition, significant administrative data are already held by DEEWR, DHS & FaHCSIA, including program data, Centrelink records, and Employment Services data.

The BAFW Evaluation Team has undertaken a ‘data gaps’ exercise, to identify what administrative and other data (e.g. surveys) will be available from the individual measure owners. This has been central to identifying where additional information will need to be collected through other means. The BAFW Evaluation Team will also continue to work closely with individual measure and data owners, to identify which data will be useful for the BAFW evaluation and how and when it needs to be provided.

Administrative data will be used for the evaluation of all three streams.

7.6 Individual measure evaluations

All measure owners are required to undertake an evaluation of their individual measures. However of the 39 measures, only three (the Priority Employment Areas measure, Tailored Support for Job Seekers and Income Management) have specific funds earmarked for evaluation. The remainder will utilise existing resources for this task. It is reasonable to expect then, that for the majority of measures, the individual evaluations will not be comprehensive and will largely draw from administrative data.

However, some programs will be collecting additional data and the BAFW evaluation will draw on this and the associated reports to the maximum extent possible. It is also planned to provide data collected for the BAFW evaluation, to the individual measure owners where useful and possible.

7.7 Journey to Work longitudinal survey

The Journey to Work survey is a new national longitudinal survey designed to capture person-level information about the impact of the BAFW package. It will be used to assess participation patterns as well as incremental progress, including changes to attitudes, work readiness, and social inclusion for key BAFW target groups. This survey will have a total sample of about 7,000 people and will be designed primarily to assess the cumulative effect of the BAFW package on each key target group. However, where possible, careful sample design is being used to provide comparison groups for individual measure participants, so that the impact and interaction of individual measures can potentially be measured as well.

This survey will commence in March 2012, with two cohorts starting 6 months apart (see timeframes section and Figure 1) over a two and a half year period. The use of more than one cohort will allow the survey to select the sample from target groups across the BAFW package, with Cohort 1 participants drawing from those measures already in place by early 2012 and Cohort 2 picking up those with a post July 2012 start date. Both cohorts will then be followed through until the last wave in March 2014. Questions in this survey will draw as much as possible, on those already used in other surveys. This will minimise testing costs and maximise the potential to compare the results to other baseline and ongoing data.

Whilst the Journey to Work survey will aim to include data to measure impact for participants from most BAFW measures, it will be mostly used to inform the skills and workforce participation streams.

7.7.1 Points of difference between the Journey to Work and DAISES surveys

The Journey to Work survey will supplement rather than duplicate DAISES, and will broaden the information base. DAISES was established to inform the Jobs Services Australia and Disability Employment Services evaluations, so its primary focus is on outcomes for clients of these two employment services. A secondary focus is to support research on income support recipients.

Whilst there are obvious overlaps between the client groups, the BAFW longitudinal survey will be focused on the clients of BAFW measures and the objectives this package is aiming to achieve.

7.8 Employer Engagement Study

An Employer Engagement Study will be commissioned specifically for the overarching BAFW evaluation. Previous evaluations have shown that workplace participation initiatives are adversely impacted by lack of effective engagement of employers. A number of the BAFW measures are also focused on better matching the training system to employer and industry needs. Therefore an early opportunity to assess employer engagement, attitudinal change and the effect on workforce planning and recruitment practices is vital to the overarching success of the Package.

The most effective mechanism to undertake this work will be decided in consultation with the expert contractor, but it is anticipated that these may include online forums, interviews and focus groups. The employer engagement consultancies will commence as soon as possible - hopefully by March 2012, to provide baseline data (see Figure 2). These studies will continue into early 2014.

The aim of the study is to engage with peak industry bodies and employer stakeholders with the capacity to represent and influence employers over the course of the evaluation to enable ongoing assessment of employer responses to the package, particularly relating to the employment of people targeted by the package. This will allow assessment of changes in employer attitudes towards each of the target groups and measurement of take-up and the impact of the initiatives contained within the Package on employers. It is also an excellent opportunity to collect data on employer training needs and practices and workforce planning and to determine what impact BAFW is having in this regard.

If well-designed, this activity may also generate an 'action learning' outcome, where learnings from one employer will enhance the participation of another during the course of the evaluation. The Employer Engagement Study will be implemented across priority and non-priority locations. It will be applicable to all three streams of the package, but will be particularly critical for the Skills and Workforce participation streams.

7.9 Survey of Employment Service Providers

The Survey of Employment Service Providers is an annual survey conducted at the site level of organisations providing Job Services Australia and Disability Employment Services. The primary focus of the survey is to gather information on the views of employment services providers on the quality of services provided by DEEWR and Centrelink. The 2011 Survey was extended to gather additional information relating to employer servicing and job seeker skills development.

This survey will be of most use to understand the linkages between the Skills and Workforce participation streams.

7.10 Qualitative Studies

Qualitative studies will be undertaken in selected locations to identify key success factors, lessons learned, and options for future policy development and reform for the place-based stream of BAFW. The studies will be across the core and supporting measures and will involve consultations with all key stakeholders. The studies will assess how the measures in the BAFW package integrate at the local level, the impact on communities, and how the measures interact with other policy initiatives, for example the Service Delivery Reform Package and the Skills Development Package. In addition to administrative data, these qualitative studies will also provide important baseline data upon which the Indigenous impact study (see Section 7.11) can draw.

The place-based consultancies will commence as soon as possible - hopefully by March 2012, to provide baseline data (see Figure 1). These studies will continue into early 2014.

This study will be solely focused on the Place-based stream, though results might be useful for understanding the contribution made by measures in the other two streams.

7.11 Qualitative study of impact on Indigenous Australians

An expert consultant will be engaged to work with key stakeholders to assess the impact of the BAFW package on Indigenous Australians and their communities. This project will inform the Government's Closing the Gap agenda and address issues associated with servicing Indigenous people living in urban, regional and remote areas. The project will involve engagement with key stakeholder organisations, community visits, focus groups and interviews.

This study is to explore impact across all three streams.

8 Analysis

The evaluation will adopt a range of research methodologies to assess the performance of the BAFW package. This will include comparison of headline and other indicators over time and to population averages, multi-level modelling and fixed effect analysis of the Journey to Work survey and administrative data (where possible), and qualitative analysis of data collected through focus groups, on-line fora, semi-structured interviews etc. Existing surveys will be analysed to extract baseline data and analysed to assess the impact of the BAFW package and/or measures on participants. This will include analysis of pathways of individuals over time, where this data is available and relevant.

Where possible, data sets (including those obtained via survey) will be linked to better identify the programs and outcomes on an individual basis. To enable this to be done, the BAFW evaluation team will ask data collectors and providers to include the appropriate client reference number in their data sets.

Where possible, data will be analysed by stream, target group and in the place-based stream by location. Where data supports, change will be measured with respect to appropriate comparison groups or locations to ensure net impact as well as outcomes can be identified. Quantitative analysis will also be supported by the relevant qualitative data, in order to tell the 'full story' of the impact of the BAFW package.

Limitations on the analysis will include the ability to separate out the contributions of the individual BAFW measures and non-BAFW measures. Analysis of the Journey to Work survey and the qualitative data will provide the best opportunity to understand this complexity. In addition, external changes, such as changes to the economy will also be difficult to factor in, but the evaluation reports will aim to identify those external drivers that may have had an impact on the outcomes.

9 Timeframe

9.1 Key data collection activities

The overarching BAFW evaluation is funded over four financial years commencing 1 July 2011 and concluding in October 2014. The 34 in-scope measures in the BAFW package have varied implementation dates and durations (see Figure 3). Timing and frequency of data collection therefore is a critical consideration in the overarching evaluation strategy.

Key timeframes and milestones for existing data collections include:

- Administrative (flow) data will generally be collected for quarterly reference periods where sufficient sample size exists, or 6 monthly periods otherwise. The reference periods will be aligned with calendar year quarters to maximise alignment with critical dates such as implementation of measures, formal

training calendars, and the annual financial cycle. Stock data reference points will coincide with the end point of the flow data reference periods.

- Timings of the DAISES, DEEWR employer surveys, and SFiA survey are set externally. Consultations with survey owners have informed this strategy. The BAFW employer engagement study and the new 'Pathways to work' longitudinal survey will be designed to supplement these existing surveys, filling data gaps created by their timing, scope and/or content.
- The PPM survey is ongoing (surveys are sent out fortnightly). Supplementation of sample, boosting of response rates, and/or provision of BAFW-specific survey content will be fed in as needed to coincide with key trigger points for individuals impacted by BAFW.

Key timeframes and milestones for new BAFW-specific data collections include:

- Baseline data for the skills and place-based streams (employer engagement study and place-based case studies) have been scheduled to be collected as soon as practical (before March 2012) as many of these measures have already commenced and all will have commenced by July 2012. Ongoing data collection will be undertaken at 6-monthly intervals to monitor changes over time.
- The Journey to work longitudinal survey will be split into two cohorts. This first (cohort 1) will be selected in March 2012, and interviewed every 6 months for 2.5 years (5 waves). The second cohort (cohort 2) will be selected 6 months after cohort 1, and interviewed every 6 months for 2 years. For both cohorts, the final wave of the survey (wave 5 for cohort 1, wave 4 for cohort 2) will be in March 2014 to ensure data is available for the final evaluation report in October 2014. Cohort 1 is timed to provide access to target groups impacted by measures implemented prior to sample selection in March 2012, while cohort 2 will pick up target groups for measures implemented post March 2012. Note that one measure (39. Incentives for single parents and Parenting Payment reforms) will not have commenced at the time of selection of cohort 2. In selecting the sample for cohort 2, consideration will be given to whether sufficient numbers of the impacted target group will likely be picked up either in cohort 1 or 2, and if not, the relevant population will be over-sampled in cohort 2.
- Exact timing of the Indigenous impact study will be decided in consultation with the consultant engaged to undertake this work, but will fall within the period July 2012 to June 2014. In this context, careful consideration will be given to the timings of the BAFW measures likely to have the greatest impact on Indigenous Australians as well as the cultural and practical considerations of engaging Indigenous Australians and their communities in this study.

Figure 3 Timelines

	Jul-11	Aug-11	Sep-11	Oct-11	Nov-11	Dec-11	Jan-12	Feb-12	Mar-12	Apr-12	May-12	Jun-12	Jul-12	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13	Mar-13	Apr-13	May-13	Jun-13	Jul-13	Aug-13	Sep-13	Oct-13	Nov-13	Dec-13	Jan-14	Feb-14	Mar-14	Apr-14	May-14	Jun-14	Jul-14	Aug-14	Sep-14	Oct-14			
Reporting																																											
6 monthly report to ministers																																											
Interim evaluation report																																											
Final evaluation report																																											
Data collection - BAFW																																											
Journey to work longitudinal survey (cohort 1)																																											
Journey to work longitudinal survey (cohort 2)																																											
Employer engagement study																																											
Place-based case studies																																											
Indigenous impact study																																											
																																tbc											
Data collection - non-BAFW																																											
Administrative data provision																																											
DAISES (DEEWR)																																											
DEEWR 2012 employer survey (attitudes)																																											
DEEWR 2013 employer survey (recruitment practices)																																											
Post Program Monitoring survey (DEEWR)																																											
SfIA (FaHCSIA)																																											
													tbc																														
Measures - Skills stream																																											
1. National Workforce Development Fund																																											
2. Productivity Education and Training Fund																																											
3. Accelerated Australian Apprenticeships																																											
4. Apprenticeship Mentoring																																											
5. Improved Access to the Language, Literacy and Numeracy Program																																											
6. Additional Workforce English Language and Literacy Program places																																											
8. More help for mature age workers																																											
17. Training Places for single and teenage parents																																											
24. National Workforce and Productivity Agency																																											
25. Australian Apprenticeship Access Program – continuation of funding																																											
26. National Partnership for Vocational Education and Training																																											
Measures - Workforce participation stream																																											
7. Indigenous Youth Careers Pathways Program																																											
15. Improved Services - Tailored Support for Job Seekers																																											
16. Implementation of more efficient and accurate assessments for Disability Support Pension																																											
18. Services to assist single parents enter the workforce																																											
22. Supporting families with teenagers																																											
19. Wage subsidy for the very long-term unemployed																																											
27. Changes to the eligibility criteria for Youth Allowance (Other) and Newstart Allowance																																											
28. Transitional activities for school leavers																																											
29. Wage subsidies for people with a disability																																											
30. Linking job seekers with a disability to national employers																																											
31. Increased obligations for very long-term unemployed job seekers																																											
32. Streamlining services for job seekers																																											
33. Connection interviews and Job Seeker Workshops																																											
36. Disability Support Pension - participation requirements																																											
37. Disability Support Pension - allow all recipients to work up to 30 hours a week																																											
38. Audit of Disability Support Pension new claim assessments																																											
39. Incentives for single parents and Parenting Payment reforms																																											
Measures - Place-based stream																																											
9. Targeted locations - extension of the School Enrolment and Attendance Measure																																											
10. Job Services Australia demonstration Pilots for highly disadvantaged job seekers																																											
11. Priority Employment Area Initiatives - Local Employment Coordinators and Job Expos																																											
12. Regional Education, Skills and Jobs plans																																											
15. Improved Services - Tailored support for job seekers - Local Connections to Work																																											
23a. Community Innovation through Collaboration - Australian Government Action Leaders																																											
23b. Community Innovation through Collaboration - Local Advisory Group (LAG)																																											
23c. Community Innovation through Collaboration - Community Action Leaders																																											
20. Compulsory participation plans and supports for teenage parents																																											
23d. Community Innovation through Collaboration - Local Solutions Fund																																											
34. Compulsory participation requirements for jobless families																																											
35. Income Management																																											

9.2 Evaluation management

Further work is needed to develop the detailed tools and processes needed to undertake and report on this evaluation. Most of this developmental work will take place in the period from November 2011 to early 2012. Table 2 provides a list of these key activities to be undertaken by the Evaluation Management Group in this first financial year.

Table 2: Key development activities to be undertaken between November 2011 and June 2012

Date	Task
Nov 2011	Develop format of six monthly reports
Nov 2011	Develop detailed evaluation work program (i.e. Evaluation Management Group Work Program) for Nov 2011 – Dec 2012 Develop outline of evaluation work program for Jan 2013 – Oct 2014 Develop detailed internal (DEEWR Evaluation Team) work program for Nov 2011 – Dec 2012
Dec 2012	Engage consultants for three RFQs (Journey to Work longitudinal survey, Employer engagement strategy and Qualitative study in place-based locations)
Jan 2012	Finalise detail of the three consultancies
early –mid 2012	Develop the stakeholder consultation strategy to include: <ul style="list-style-type: none"> • input to the evaluation and strategy • testing evaluation findings
Jan 2012	Identify headline and lower level performance indicators
mid 2012	Develop outline for the interim and final evaluation reports
Oct 2012	Develop detailed evaluation work program for Jan 2013 – Dec 2013 Develop detailed internal (DEEWR Evaluation Team) work program for Jan 2013 – Dec 2013

10 Stakeholder engagement

A wide range of stakeholders have been identified for this evaluation. They have been divided into eight broad groupings:

- Clients i.e. individuals and families
- Employers and industry groups
- Education and training providers, Industry Skills Councils and Apprenticeship Training Centres
- JSA, DES and IEP providers and other case managers e.g. Centrelink staff
- Community stakeholders e.g. chambers of commerce, local councils, local NGOs, Indigenous community leaders, RDA committees
- Community coordinators: Local Employment Coordinators, Regional Educations, Skilss and Jobs coordindators, Community Action Leaders, Government Action Leaders, Local Advisory Groups, Aboriginal Interagency Groups and others
- Federal and State government officers (including DEEWR officers) , BAFW governance groups and the National Place-Based Advisory Group
- Non BAFW-specific support services e.g. housing, childcare

To the maximum extent possible, the evaluation will aim to incorporate the views of all relevant stakeholders. Appendix 2 shows which stakeholders should be included when answering each of the evaluation questions, and provides a roadmap for the development of discussion guides and questionnaires

etc. It is important to note that stakeholders will only be asked to comment on measures in which they have been involved in some capacity – and not the impact of the package overall.

The views of stakeholders will be incorporated in a variety of ways including surveys, focus groups, in-depth case studies, informal discussions and forums. Depending on the advice received by external evaluation and consultation experts, stakeholders may also have opportunities to contribute via additional means including electronic bulletin boards or call for submissions.

A detailed stakeholder consultation and engagement strategy will be developed in early to mid 2012. This will clearly lay out the involvement of all stakeholders in one or more of the following three ways:

- Providing input to the design of the evaluation and its component parts;
- Informing the evaluation findings (through focus groups, surveys, formal consultations etc.); and
- Testing the overarching evaluation findings through roundtables or other similar processes.

11 Evaluation reports

Table 3 outlines the range of reports to be produced by this evaluation.

Table 3: Type and timing of reports on this evaluation

Reporting timeframe	Report type
from September 2011	Monthly project status report to the DEEWR Employment Services and Workforce Participation Steering Committee (ESWPSC)
from December 2011	Six-monthly monitoring and implementation report to Ministers
December 2013	Interim evaluation report
October 2014	Final evaluation report

11.1 Monthly report

This report uses a standard format, designed especially for the DEEWR Employment Services and Workforce Participation Steering Committee. It is a short, one-page report, designed to provide an update on progress of the evaluation against project management milestones.

11.2 Six- monthly reports

These reports will follow a standard format, which is yet to be agreed by the Evaluation Management Group. It is anticipated they will include information on both the measures and the evaluation. Information about the measures will likely include:

- A summary of output and outcome data as it becomes available
- Update against agreed high-level indicators
- Successes, problems or issues that the evaluation has identified
- Suggestions for improvement to the implementation of measures, if/as they are identified

Information about the evaluation will likely include:

- An update on key activities
- Any revisions to the evaluation key questions or approach, in line with the need to keep the evaluation strategy flexible and focused on key issues

11.3 Interim and Final evaluation reports

The outline of the interim and final reports is due to be developed by June 2012 by the Evaluation Management Group. It is anticipated the interim report will include:

- Baseline data (quantitative and qualitative) for all measures and stakeholder groups

- Any output and early outcome data (by stream, target group and location where possible)
- A description of the implementation process and progress to date
- Any issues/gaps that have arisen during implementation
- Positive and negative unintended consequences that have arisen
- Any early advice regarding potential improvements to individual measures or package of measures

The final report is likely to include

- An assessment of impact of the package
- Information regarding all outputs and outcomes achieved to date (by stream, target group, location and other variables as relevant e.g. industry type)
- Key issues that arose during implementation of the package
- Positive and negative unintended consequences that have arisen
- Indigenous impact of the package
- Key lessons and suggested actions to improve the overall performance of future workforce and participation initiatives

12 Resources

Funding will cover the expansion of existing data collections, the procurement and the development and management of new collections, as well as the staff needed to monitor and evaluate BAFW.

The BAFW-specific funding will also be supplemented with in-house data and evaluation capabilities across the participating departments, but in particular within DEEWR. DEEWR will also provide analysis support to deliver the core evaluation strategy.

13 Performance measures

The Evaluation Management Group will identify a list of high-level indicators for reporting in the six-monthly reports to Ministers. These indicators may also be used in the interim and final evaluation reports.

These indicators will:

- Be across all three streams of the evaluation
- Specifically link to the outputs and outcomes identified in the program logic diagrams at Appendix 1
- To the greatest extent possible, draw from indicators in existing agreed frameworks e.g. COAG indicators, those used for the Productivity Commission's Report on Government Services and those currently reported to Departmental management committees
- To the greatest extent possible, draw on existing data sources
- Be chosen to reflect the components of the BAFW package

Within the limitations of the data, indicators will be reported by stream, target group and where appropriate, location.

14 Use of external consultants

A number of external consultants will be engaged to support this evaluation. These are broadly broken into two groups: those engaged to provide advice on the evaluation strategy and those engaged to undertake data collection and analysis activities.

14.1 Provision of advice on the evaluation strategy

As mentioned in the Introduction, two consultants were engaged to provide initial expert advice on the development of this evaluation strategy. They will continue to be consulted for ongoing advice at key points throughout the evaluation.

14.2 Consultancies to undertake data collection and analysis activities

As identified in the Resources section, four separate consultancies for data collection and analysis will be engaged. In particular, they will be engaged to undertake:

- The longitudinal Journey to Work survey
- Place-Based Best Practice Studies
- Employer Engagement strategy
- A qualitative study of impact on Indigenous Australians

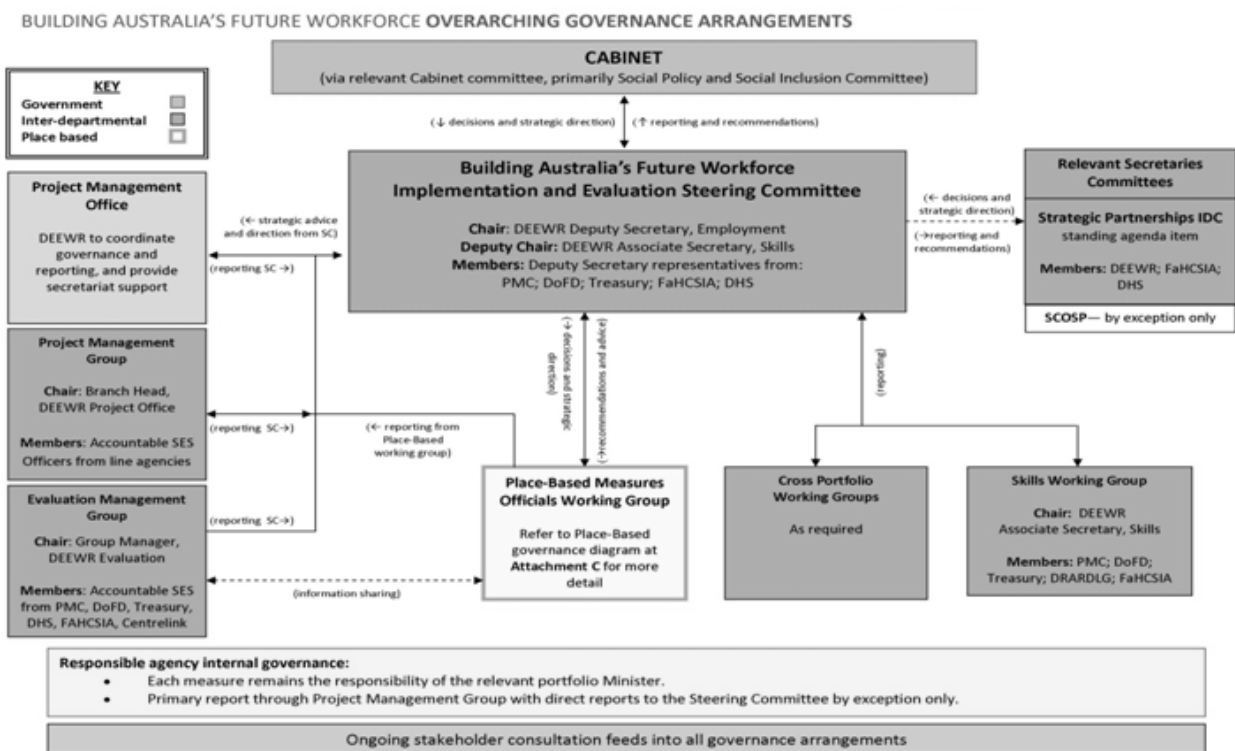
Details of these can be found in Section 7 Data Sources. The first three consultancies are to commence in early 2012, with the Indigenous impact study to commence in 2013.

15 Governance

The evaluation will be managed through the BAFW Evaluation Management Group (EMG) which includes representatives of all contributing agencies: DEEWR, DHS, FaHCSIA, PM&C, Treasury and Finance. Members are at the Branch Head level. The EMG Terms of Reference are provided at Appendix 3. The EMG reports to the BAFW Implementation and Evaluation Steering Committee (BAFWIESC) whose membership consists of Deputy Secretaries from the six key agencies. The BAFWIESC reports to Cabinet via the Social Policy and Social Inclusion Committee (SPSIC).

A number of other bodies also have a governance role for the implementation of the BAFW package. Figure 4 below shows the BAFW overarching governance arrangements.

Figure 4: Governance arrangements for the Building Australia’s Future Workforce package



16 Relationship to other evaluations

Where possible, the collection and analysis of information for monitoring and evaluating BAFW will draw on existing evaluation activities and specific initiative related evaluation activities. In particular, this includes the evaluation of Job Services Australia and the evaluation of the Jobs and Training Compact.

17 Limitations

For some BAFW initiatives there has been limited opportunity to collect baseline information or to have the IT systems support necessary for administrative data collection. Moreover, where data are available it may

not be possible to identify target groups, isolate program effects or quantify the population eligible for these programs (data are often restricted to the individuals who participate in the programs).

Two issues that have already come to light include:

- For the ‘More efficient and accurate assessments for DSP’ measure, it will not be possible to identify those people who would have previously qualified for DSP prior to the introduction of the ‘active participation in a program of support’ requirement, but who now will be going through JSA or DES.
- Currently no information is available on the skill levels of existing employees. They are one of the target groups under the skills stream.

The adequacy of administrative data, both in terms of availability and quality may impact the ability of this evaluation to assess impact. This issue will be further explored with individual measure and data owners as the strategy is implemented.

Additional limitations will come to light as the evaluation progresses. As they arise, data limitations will be reported in the six-monthly reports and noted in the interim and final evaluation reports.

The scope of this evaluation is limited to exploring those outputs and outcomes that are achievable before the October 2014 reporting deadline. See the program logic diagrams at Appendix 1.

18 Risk Management

Table 4 outlines the risk management strategy in place for this evaluation.

Table 4: Risk management for the BAFW overarching evaluation

Description of Risk	Mitigation Strategy
Key data not available at measure level	<p>Mapping of available data for each measure underway so gaps can be identified and remedied.</p> <p>BAFW evaluation team providing advice on evaluation frameworks, and maximising the use of existing data sources and performance indicators.</p> <p>Identifying synergies between the measure-level and BAFW-level data requirements.</p>
Input (e.g. implementation and evaluation reports) from program areas not received within agreed timelines	<p>Evaluation Management Group representatives to act as liaison for each agency to agree process and timeframes, and ensure delivery.</p> <p>BAFW evaluation team working collaboratively with all measure owners to agree deliverables and to identify and resolve issues early.</p>
Sufficient staff with required skills and experience not available to undertake monitoring and evaluation	<p>Recruitment activity underway to staff BAFW Evaluation section.</p> <p>Team structure designed to allow on-the-job training and up-skilling.</p> <p>Sufficient funds allocated for training activities.</p> <p>Employment Monitoring and Evaluation (EME) Branch has a pool of highly skilled people that this project can draw upon if required.</p>

Description of Risk	Mitigation Strategy
Data analysis capacity is limited by the lack of in-house support for the SAS software	Discussions between high level officers in Labour Market Strategies and Social Policy and Economic Strategies Groups to address this issue.
Suitable consultants not available to undertake externally funded work	<p>Development of RFQs started early to:</p> <ul style="list-style-type: none"> • provide sufficiently long lead-time for consultant availability; and • allow time for an RFT process if the RFQ process is unsatisfactory. <p>Use of the REAP (Research, Evaluation & Analysis Panel) which has consultants with wide range of skills.</p> <p>Draw on the knowledge and experience of EMG members if we need to go to a selected tender process.</p>
<p>External consultants do not deliver resulting in:</p> <ul style="list-style-type: none"> • additional data is not available in time for reporting and analysis • required analysis not available in time for reporting 	<p>RFQs requirements are clearly articulated, with well defined milestones and deliverables, and with payments based on the acceptance of deliverables to the required standard as agreed by the EMG.</p> <p>Development of RFQs started early to allow for a thorough process of consultant selection and engagement.</p> <p>Ensuring BAFW evaluation team staff have high-level consultancy management skills so that potential problems are identified early and strategies put in place.</p>

Changes in risk assessments, status and profile will be reported to the Employment Cluster ESWPSC, the Evaluation Management Group, and where required, the BAFWIESC.

19 Glossary

Admin data – data collected from one or more administrative data sources, which is then treated as statistical data.

Early School Leavers - a Youth Allowance recipient under 21 years of age, who has not attained a Year 12 Certificate or equivalent and is not in full-time study.

Employment Services Provider - an organisation contracted by the Department of Education, Employment and Workplace Relations to provide employment services to job seekers.

Flow data – provides a measure of an attribute over a given period of time, where the figure for the given period is a sum or average of the data collected.

Jobless family - Parenting Payment recipients who have been on income support for more than two years, and are not working or studying; or are under 23 years of age and not working or studying.

Local Solutions – Better Futures – The name for the package of place-based measures under BAFW

Longitudinal survey – a study in which the same individuals are surveyed at intervals over a period of time.

Mature age workers - workers aged 50 years or older.

Person in receipt of Disability Support Pension (DSP) - a person 16 years of age or older who has been declared as unable to work for at least two years due to permanent physical, intellectual or psychiatric impairment, or who may be permanently blind, and is in receipt of the Disability Support Pension.

Place-based measure - an approach which is most simply defined as stakeholders engaging in a collaborative process to address issues as they are experienced within a geographic space, be it a neighbourhood, a region, or an ecosystem.

Single parent - an unpartnered recipient of Parenting Payment income support.

Social inclusion - an inclusive society is defined as one in which every individual has the capabilities, opportunities and resources to participate in the economy and their community, taking responsibility for their own lives.

Stock data – provides a measure of an attribute at a given point in time.

Teenage parent - recipient of Parenting Payment income support who is aged 19 years or younger.

Very Long Term Unemployed (VLTU) – a person who has been receiving unemployment income support for over two years.

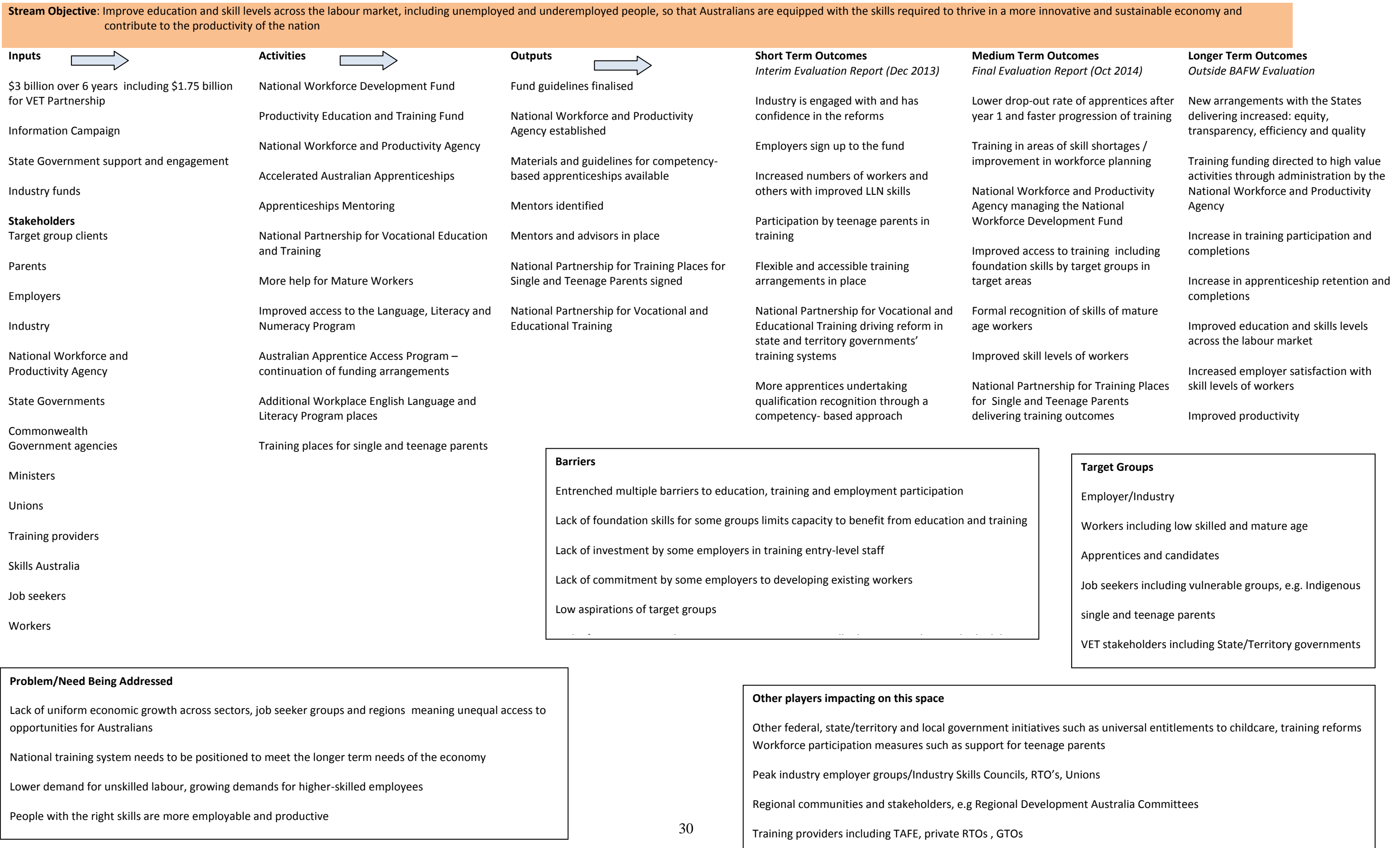
Youth – a person aged between 16 and 25 years old.

20 Abbreviations

AIFS	Australian Institute of Family Studies
BAFW	Building Australia's Future Workforce
BAFWIESC	Building Australia's Future Workforce Implementation and Evaluation Steering Committee
EMG	Evaluation Management Group
DEEWR	Department of Education, Employment and Workplace Relations
FaHCSIA	(Department of) Families, Housing, Community Services and Indigenous Affairs
DAISES	Dynamics of Australian Income Support and Employment Services (also known as Stepping Stones)
DES	Disability Employment Services
DHS	Department of Human Services
DSP	Disability Support Pension
Finance	Department of Finance and Deregulation
IEP	Indigenous Employment Program
JSA	Job Services Australia
PPM	Post Program Monitoring
SFiA	Stronger Families in Australia (longitudinal study)
SPSIC	Social Policy and Social Inclusion Committee
Treasury	The Department of the Treasury
VLTU	Very Long Term Unemployed

Appendix 1: Program logic diagrams for the three streams: skills, workforce participation and Local Solutions – Better Futures

Program Logic Model: Skilling Australia’s Future Workforce



Program Logic Model: Participation through increased responsibility with more opportunities and support

Stream Objective: Match greater responsibilities with more responsive assistance to ensure most Australians know the dignity of work, bringing them better health, financial rewards and civic and social engagement

Inputs	Activities	Outputs	Short Term Outcomes <i>Interim Evaluation Report (Dec 2013)</i>	Medium Term Outcomes <i>Final Evaluation Report (Oct 2014)</i>	Longer Term Outcomes <i>Outside BAFW Evaluation</i>
Government funding Legislation changes Information campaign Community support and engagement State Government support and engagement	Disability Support Pension participation requirements Disability Support Pension allow all recipients to work up to 30 hours a week Linking job seekers with disability to national employers Wage subsidies for people with disability	Participation and support services e.g. compulsory participation interviews, participation plans, increased disability employment support services etc New assessment for DSP Work experience activities available for VLTU Establishment of wage subsidy programs for VLTU and people with disability	Increased willingness by key target groups to participate in activities to improve job readiness Increased readiness for work, in particular by vulnerable groups Increased willingness of employers to engage on the issue of taking on people with a disability in the workplace Increased identification or creation of opportunities for workforce participation by vulnerable groups Increased number of people taking up services and other referrals Increased participation by early school leavers in transitional activities Increased participation by VLTU in work experience activities Increased employer take-up of wage subsidies More awareness of services and support among DSP recipients Increased DSP applicants participating in employment services Increased participation of targeted job-seekers in community activities, training and education People on DSP have increased awareness of support services including the options for work and to retain DSP and the concession card Increased willingness of people with a disability to engage with support services, to increase their capacity and to reduce barriers to engage with employment Increased engagement in Centrelink By DSP recipients	Improved employment indicators More job seekers getting job placements Improved job retention (13wks, 26wks and beyond) Increased earnings by target groups Reduced reliance on income support e.g. flows off benefit or onto reduced/changed benefits, time to job placement Changes in hours worked e.g. increasing hours worked by DSP/VLTU recipients Increased education enrolment, participation and completion rates Increased engagement levels in services Increased availability of appropriate education, job-readiness and family support services Attitudes e.g. increased willingness and confidence of target groups to apply for work Good compliance by target groups e.g. number of compliance breaches Decreased disengagement levels Increased proportion of employers willing to employ and retain target groups Take up of incentives e.g. wage subsidies and demand from employers for wage subsidies Increased participation by DSP under 35's in activities, community and/or job-readiness	Increasing participation rates Increasing income levels through increased participation in work Increased readiness and willingness to participate in the workforce Decreased reliance on income support Improved social outcomes for those with multiple and/or retrenched disadvantage Other players impacting on this space Other federal, state/territory and local government initiatives Peak industry employer groups/Industry Skills Councils, unions Regional communities and stakeholders, e.g. Regional Development Australia Committees Employment and training providers including JSA, DES, TAFE, RTOs, GTOs
Stakeholders Target group clients Employers Industry Community groups Service providers State Governments Commonwealth Government agencies Ministers	Implementation of more efficient and accurate assessment for DSP Audit of Disability Support Pension new claim assessments Increased obligations for very long-term unemployed job seekers Wage subsidy for VLTU Improved services targeted support for job seekers Streamlining services for job seekers Connection Interviews and Job Seeker Workshops	Services are provided to assist single parents to enter the workforce, including career advice line Increased employment services Increased Communities for Children services Increased payments for families with teenagers Establishment of transitional activities for early school leavers			
Target Groups People with disability Very long-term unemployed Parents, including single parents Young People Indigenous Australians Regions	Incentives for single parents and Parenting Payment reforms Services to assist single parents enter the workforce Supporting families with teenagers Changes to the eligibility criteria for YA(O) and NSA Transitional activities for early school leavers Indigenous Youth Careers Pathways Program				

Barriers
Entrenched multiple barriers to education, training and employment participation
Existing low aspirations of target groups
Perceived lack of incentives to take up new opportunities especially those currently outside the labour force
Lack of employer engagement and resistance to engage people with entrenched and/or multiple barriers
Lack of support services to help maintain early employment outcomes

Problem/Need Being Addressed
Lack of uniform economic growth across Australia varying across sectors, job seeker groups and regions leading to a patchwork economy and unequal opportunities for participation.
Lower demand for unskilled labour growing demand for higher-skilled employees.
Some vulnerable groups are being 'left behind' and need additional investment to allow them to participate as fully as possible in Australia's growing economy.

Program Logic Model: *Better Futures, Local Solutions* in ten locations

Stream Objective: Providing new services, opportunities and responsibilities to boost the educational attainment, job readiness, child wellbeing and functioning of families with young children in some of the most disadvantaged locations in the country.



Appendix 2: Mapping of key questions to stakeholders

		Clients i.e. individuals and families	Employers/ Industry groups	Education/ Training providers /Industry Skills Councils/ apprenticeships centres	JSA/DES, and other case managers e.g. Centrelink	Community stakeholders e.g. chambers of commerce, local councils, local NGOs	Community coordinators: LECs, RESJs, CALs, GALS and others	Fed and State govt officers (including DEEWR)	Non BAFW-specific support services e.g. housing, childcare
Overarching									
1	Has BAFW improved participation in employment, training and education in key target groups and the ten place based locations?	y	y	y	y		y		
2	Has BAFW improved engagement in activities that lead to increased participation in employment, training and education?	y	y	y	y			y	
3	Has BAFW improved the quality and appropriateness of services provided to target groups (i.e. are people being engaged in the right mix of services)?	y	y	y	y	y			y
4	What barriers and enablers have impacted on the ability of the BAFW package to achieve its objectives?	y	y	y	y	y	y	y	y
5	What unintended consequences – both negative and positive – have arisen as a consequence of implementing the BAFW package?	y	y	y	y	y	y	y	y
6	What are the key lessons and suggested actions to improve the overall performance of future workforce and participation initiatives?	y	y	y	y	y	y	y	y
Skills									
7	To what extent has BAFW affected employers' awareness of, and investment in workforce development and training?		y	y			y		
8	Has BAFW contributed to an increase in the qualifications and skills, including foundation skills, of people in the targeted populations?	y	y	y	y				
9	Did BAFW meet the expectations of employers and industry in responding to skills shortages?		y	y	y		y		
10	How effective has BAFW been in addressing skills-shortages and improving workforce planning?		y	y		y	y		
		Clients i.e.	Employers/	Education/	JSA/DES, and	Community	Community	Fed and State	Non BAFW-

		individuals and families	Industry groups	Training providers /Industry Skills Councils/ apprenticeships centres	other case managers e.g. Centrelink	stakeholders e.g. chambers of commerce, local councils, local NGOs	coordinators: LECs, RESJs, CALs, GALS and others	govt officers (including DEEWR)	specific support services e.g. housing, childcare
Place-based									
11	Has BAFW changed family functioning, children's outcomes and the capacity of people to manage their day-to-day affairs, including financial management? If so, how?	y			y		y		y
12	Has BAFW resulted in the increased participation of children in activities that improve their well-being? What impact, if any, has this had on children's or family outcomes?	y			y		y		y
13	Has BAFW changed linkages between services, including between levels of government and with local communities and service providers? Has this contributed to changed outcomes for the most disadvantaged clients? If so, how?	y	y	y	y	y	y	y	y
14	Have existing service providers changed their attitudes and practices towards assisting target groups (for example through a greater commitment to ensuring services meet the needs of hard-to-reach target groups)? What impact, if any, has this had on target groups?	y		y	y	y	y		y
15	What have been the benefits and limitations of the place-based approach, including any impact on the capacity of communities to design and deliver local solutions?		y	y	y	y	y	y	y
16	Have compulsory participation plans been an effective tool to engage participants?	y		y	y				y
17	PM&C question								
Workforce participation									
18	Has BAFW improved the willingness and confidence of target groups to participate in activities that lead to an employment, training or education outcome?	y	y	y	y				
19	What changes (if any) have occurred to employer attitudes towards employing the key target groups?	y	y				y		
20	What levels of awareness do employers have, of available services and supports for key target groups?	y	y				y		

Appendix 3: Evaluation Management Group Terms of Reference

Terms of Reference

1. Coordinate the development of a cross-portfolio evaluation strategy for Building Australia's Future Workforce, including a risk management plan, to be approved by the Steering Committee.
2. Obtain and manage own agency commitment to evaluation activities and related Reporting Agreement; facilitate effective communication between the Evaluation Unit and agency-based evaluation functions.
3. Provide direction to the DEEWR-based Evaluation Unit in accordance with the agreed evaluation strategy.
4. Identify emerging issues for the evaluation and, where required, refer to the Building Australia's Future Workforce Steering Committee.
5. Monitor take-up and outcomes of in-scope measures and report to the Building Australia's Future Workforce Steering Committee on progress against evaluation milestones.
6. Accept and endorse evaluation reports and related materials produced by the Evaluation Unit for presentation to the Building Australia's Future Workforce Steering Committee.

Chair

DEEWR Group Manager with responsibility for the Building Australia's Future Workforce evaluation.

Membership

Evaluation Branch Manager or equivalent from participating agencies:

- Department of the Prime Minister and Cabinet
- Department of Finance and Deregulation
- Department of Education, Employment and Workplace Relations
- Department of Human Services
- Department of Families, Housing, Community Services and Indigenous Affairs
- The Treasury.

Secretariat

Building Australia's Future Workforce Evaluation Team, DEEWR

Frequency of meetings

The Evaluation Management Group will meet on a monthly basis initially, with frequency to be reviewed in September 2011.

Appendix 4: Description of the BAFW measures

SKILLS

1. National Workforce Development Fund

Through this fund the Government and industry will provide funding to support training for job seekers and existing workers in areas of current and future skills need. It includes an element that will provide funding for enterprises in economically significant sectors with projected strong employment demand, and an element that enterprises in all sectors will be able to access to support training in occupations that are in demand. Under the fund, the training delivered will be driven by the workforce development and business needs of enterprises. From 2012–13 the fund will incorporate the Critical Skills Investment Fund.

2. Productivity Education and Training Fund

A total of \$20 million in grant funding over two years to peak employer and union organisations to inform and educate their membership about productivity and identify initiatives that promote productivity growth.

3. Accelerated Australian Apprenticeships

Australian Government co-funding for industry partnerships to undertake projects that support innovative, attractive apprenticeship models to ensure people can complete their apprenticeship as soon they can demonstrate they have gained the required skills

4. Apprenticeship Mentoring

Funding for Apprenticeships Advisers to guide apprentice candidates in choosing the right trade for them, and for Apprentice Mentors to provide targeted mentoring and assistance that will help them successfully progress through their apprenticeship. Mentoring support will be targeted at apprentices in industries experiencing skills shortage and apprentices who may face additional barriers to participation.

5. Improved Access to the Language, Literacy and Numeracy Program

Additional funding from 2011–12 will provide for around 30 000 extra commencements to support a targeted work experience component and respond to sectoral demands. Overall, LLNP seeks to improve eligible job seekers language, literacy, and/or numeracy with the expectation that such improvements will enable them to secure sustainable employment or to participate in further education and training. It is widely recognised that gains in language, literacy and numeracy skills will also improve the quality of clients' daily lives.

6. Additional Workforce English Language and Literacy Program places

The Workplace English Language and Literacy Program aims to assist approximately 18 000 workers, and 1500 pre-employment Indigenous Employment Program participants with low literacy levels improve their English language, literacy and numeracy skills each year so they can better participate in employment and training activities. This assistance supports workers to continue progress in their employment and participate effectively in further training. It also contributes to job mobility, workplace safety and productivity. The program also funds the development of training resources and strategic projects with a national focus to encourage industry involvement in addressing language, literacy and numeracy issues.

8. More help for mature age workers

From 1 July this year, mature age workers (aged 50 years and over) with trade and related relevant skills but no formal qualifications will have the opportunity to have their skills assessed and formally recognised

to attain a qualification at Certificate III level or above. Under the initiative, mature age workers will be linked to an accredited training provider when their assessment identifies skills gaps and a need for formal training. The Gillard Government is investing \$30 million over three years in the initiative, which will address both productivity and skills shortages. Each year, this measure will benefit about 2500 mature age workers.

Industries with a high proportion of trade occupations, which range from technicians, machinery operators, drivers, labourers, kitchen hands, garden and nursery workers are expected to benefit. Other industries with trades and related skills, for example, Age Care, Art, Textile and Design, Retail and Childcare are also expected to benefit. It will also ensure mature age workers have better job security. More Help for Mature Age Workers builds on the Government's \$43.3 million Experience Plus program (Productive Ageing Package) which started on 1 July 2010. This program provides for eligible older Australians with:

- free professional career advice
- support and training for workers at risk of losing their job due to their health condition, injury or disability
- support and training to move out of a physically demanding role or who have been made redundant and
- training grants of \$4950 to increase the capacity of mature age workers to supervise or mentor Australian Apprentices or Trainees.

17. Training Places for single and teenage parents

The Commonwealth will provide funding for the National Partnership on training places for single and teen parents to assist them to return to work. The funding will provide training places, at the Certificate II level or above, for single and teen parents affected by changes to workforce participation requirements.

24. National Workforce and Productivity Agency

A new National Workforce and Productivity Agency will provide national focus for skills development and ensure strong engagement between industry and government on key objectives including workforce development, apprenticeships and VET reform.

25. Australian Apprenticeship Access Program – continuation of funding

Additional funding from 2012–13 will sustain assistance through this program at the current level so that it will continue to assist around 9500 vulnerable job seekers per year by providing nationally recognised pre-vocational training linked to an apprenticeship pathway, training in basic work and life skills, pastoral care, advocacy, intensive job search and post placement support. It is expected to achieve positive outcomes for up to 44 per cent of participants with them gaining a place in an apprenticeship, full or part-time employment or further education and training.

26. National Partnership for Vocational Education and Training / National Agreement on Skills and Workforce Development

The Commonwealth will provide funding for the National Partnership on Vocational Education and Training. This National Agreement will provide funding of \$1.75 billion over five years from 2012-13 (including \$516.3 million in both 2015-16 and 2016-17). It will support long term reform in the vocational education and training (VET) sector, particularly reforms that:

- increase training effort at Certificate III level and above, improve completion rates, and increase the proportion of students who have a proper assessment and recognition of their existing skills prior to commencing training;

- align training effort with emerging skills, innovation and technology needs and fast growing sectors of the economy;
- lift the participation rates and skills base of disadvantaged learners and regions;
- build stronger pathways between VET and higher education qualifications to enable more Australians to lift their skill and qualification levels; and
- lift the quality of teaching and learning and the level of student and industry satisfaction with providers.

Funding will be available to States who make a commitment to reforms. The National Partnership will complement the revised National Agreement on Skills and Workforce Development.

WORKFORCE PARTICIPATION

7. Indigenous Youth Careers Pathways Program

The new Indigenous Youth Career Pathways Program will provide support to Aboriginal and Torres Strait Islander students to stay in school and undertake school-based traineeships. Assistance will also be available for students to engage with mainstream employment service providers, find a job or move into further study. \$50.7 million has been allocated over the next four years until 2014-15.

15. Improved Services - Tailored Support for Job Seekers

The Tailored Support for Job Seekers measure assists disadvantaged job seekers to overcome barriers to social inclusion and economic participation through the Local Connections to Work program; a place-based approach to support disadvantaged job seekers in selected locations. Local Connections to Work services help disadvantaged job seekers through coordinated assistance by taking a holistic view of the customer. Local Connections to Work has been implemented in nine Customer Service Centres (Campsie, Frankston, Elizabeth, Ipswich, Morwell, Maroochydore, Burnie, Campbelltown and Port Adelaide). An additional 15 Local Connections to Work sites will be implemented in 2012-13 to 2014-15, with a total of 24 Local Connections to Work sites by 2014-15.

16. Implementation of more efficient and accurate assessments for Disability Support Pension

The Government has also fast tracking the start of significant reforms to DSP assessments announced in the 2010-11 Budget. These new rules apply from 3 September 2011, rather than 1 January 2012. The new DSP assessment procedure helps people with disabilities return to the workforce by focusing on their ability, rather than their disability. These reforms provide faster, more sustainable support for people with severe disabilities, while referring others with the potential to work to employment services including Job Services Australia and Disability Employment Services. While eligibility for the DSP has not changed, applicants who do not have a severe impairment are required to provide sufficient evidence that they are unable to work independently, even with assistance and support. To satisfy this requirement, most applicants will have to provide evidence that they have been unable to obtain employment through an open employment service or vocational rehabilitation. However, where the person doesn't have any evidence and it is not clear that they couldn't be assisted back to work with a specialised program of support, their DSP application will be rejected in the first instance. They will be referred to an appropriate employment service for a program of support, for up to 18 months, and will be offered an alternative income support payment while they are participating in the program, generally Newstart Allowance. People with severe disability or illness who are clearly unable to work will be fast-tracked to ensure they receive financial support more quickly.

18. Services to assist single parents enter the workforce

Assistance to Parenting Payment recipients by supporting eligible unemployed parents to access professional career counselling to build motivation and confidence. Also, extra funding of \$19.1 million will

be provided for Communities for Children services nationally to support vulnerable families including Parenting Payment recipients affected by payment eligibility changes. The enhanced Communities for Children service model will ensure disadvantaged families receive the support they need to effectively participate in the workforce, and develop their children's skills ready for a successful education. There are currently 49 Communities for Children services across Australia.

22. Supporting families with teenagers

The Family Tax Benefit (FTB) Part A maximum rate for young people aged 16-19 years in full-time secondary study will be the same as for children aged 13-15. The 16-19 year old will also be included in the Rent Assistance and Health Care Card assessment. This change starts from 1 January 2012. Teenagers in full-time secondary study will not be able to receive Youth Allowance until they turn 18 unless:

- they meet independence criteria
- are eligible for the away from home rate of payment, or
- are not in full-time secondary study.

The change means FTB Part A is the main payment for dependent 'at home' full-time secondary study children aged 16-19. It helps families by ensuring their assistance does not drop when their child turns 16 and stays in full-time secondary study.

19. Wage subsidy for the very long-term unemployed

A subsidy for six months (around \$5,700 in the first year indexed to around \$6,000 in later years) for employers to take on and retain eligible people who have been previously unemployed for more than two years without recent work experience (this subsidy will also be available to participants in Program 4.3 Disability Employment Services).

27. Changes to the eligibility criteria for Youth Allowance (Other) and Newstart Allowance

Improving study incentives and strengthening participation requirements for 21 year old job seekers by closing Newstart Allowance to all new applicants aged 21 (they will instead be eligible for Youth Allowance(Other) and extending the Learn or Earn requirements to 21 year-old Youth Allowance(Other) recipients who do not have a Year 12 or equivalent qualification. Improving work incentives for unemployed young people through increasing the income test free area of Youth Allowance (Other) from \$62 a fortnight to \$143 a fortnight, complemented by an increase in the Working Credit from \$1,000 to \$3,500.

28. Transitional activities for school leavers

Transition support for early school leavers (aged 15-21 years) which will fund Job Services Australia providers to deliver targeted assistance in the form of a structured activity of up to 25 hours per week to build life, study and employment skills.

29. Wage subsidies for people with a disability

Enhanced employer incentives to employ workers with disability for at least 15 hours per week through 1000 wage subsidies of \$3000 each annually. In addition, 320 Supported Wage System Employer Payments of \$2000 each will be provided to employers who employ people with disability whose work productivity is reduced as a result of disability.

30. Linking job seekers with a disability to national employers

Approximately 10 Disability Employment Broker projects will be implemented in 2012–13 to support employers to create jobs targeted to unemployed people with disability and help them to recruit people from the Disability Employment Services program.

31. Increased obligations for very long-term unemployed job seekers

Increased participation obligations for very long-term unemployed job seekers to undertake job training, Work for the Dole and other activity requirements for 11 months of the year.

32. Streamlining services for job seekers

There are two components to this proposal. Under this proposal, Centrelink is required to conduct a Comprehensive Compliance Assessment (CCA) as a face-to-face interview, wherever possible, if the job seeker has one or more vulnerability indicators. Prior to Centrelink finalising a CCA, Centrelink will also need to contact the job seeker's provider excepting where the CCA may result in an eight-week penalty or a referral to a Job Capacity Assessment. This is to give the provider a further opportunity to provide relevant information.

33. Connection interviews and Job Seeker Workshops

The Government will provide \$18.0 million over four years for Centrelink to deliver additional assistance for job seekers to find employment. Under this measure, Centrelink and Job Services Australia providers will conduct joint interviews with disadvantaged job seekers who have not met their job search obligations. These interviews will improve information sharing and joint servicing approaches between Centrelink and employment service providers. The measure will also provide for Centrelink Job Seeker Workshops to be introduced in around 40 sites as a standard component of employment services arrangements from 2012. The workshops will target job-ready job seekers in the first 13 weeks of their unemployment and will provide practical assistance to support job search efforts.

36. Disability Support Pension - participation requirements

From 1 July 2012, DSP recipients under the age of 35 who are assessed as having a work capacity of 8 hours or more a week will be required to attend interviews with Centrelink. There will be an initial interview, followed by further interviews every three months. After 18 months, interviews will then be conducted every 6 months. At the initial interview Centrelink will discuss people's circumstances and work with them to put together an individualised participation plan that sets out services and activities the DSP recipient wants to engage in. Activities in the participation plan may include:

- Rehabilitation
- Volunteer work
- Employment services either through Job Services Australia, or Disability Employment Services which provide tailored assistance to help people with disability prepare for and get work
- Vocational education and training programs such as language, literacy and numeracy programs
- Other support services to help address barriers to employment – for example homelessness or drug and alcohol programs available in the local area.

Centrelink will provide information on local services and support available to the DSP recipient that can help them gain employment, prepare for work and participate in the community. Once the participation plan is agreed, Centrelink will provide referrals to the activities and services in the plan. Participation in these services and activities, looking for work and taking up employment will all be voluntary. At subsequent interviews the DSP recipient will discuss their progress with Centrelink, update the

participation plan, receive up-to-date information on support that may be available to them, and receive referrals to any new activities and services they volunteer for.

37. Disability Support Pension - allow all recipients to work up to 30 hours a week

More generous rules from 1 July 2012 to allow disability support pensioners to work up to 30 hours a week continuously for up to 2 years without having their payment suspended or cancelled. These people will be able to receive a part pension if they are working up to 30 hours a week, subject to usual means testing arrangements.

38. Audit of Disability Support Pension new claim assessments

Audit of a sample of DSP claims lodged in 2012–13 to identify assessment deficiencies and inconsistencies and to thereby improve assessment quality.

39. Incentives for single parents and Parenting Payment reforms

From 1 January 2013, ceasing eligibility for Parenting Payment for grandfathered recipients (who have been receiving those payments since before 1 July 2006) when their youngest child turns 12 years old (or, if already 12, on their 13th birthday in 2013). Parenting Payment recipients may then transfer to Newstart Allowance if eligible. Under transition provisions grandfathered recipients whose youngest child turns 13 before 2013 will not be affected by this change and may continue on Parenting Payment until their child turns 16. New children will not extend eligibility for grandfathered Parenting Payment status from 1 July 2011. Improving incentives to work from 1 January 2013 by relaxing the income test taper rate for single principal carers on Newstart Allowance.

PLACE-BASED

9. Targeted locations - extension of the School Enrolment and Attendance Measure

This measure continues funding for the School Enrolment and Attendance Measure in existing trial locations in the Northern Territory and Queensland until 30 June 2012. It is designed to improve educational outcomes for children. The measure helps parents and primary carers to ensure that children of compulsory school age are enrolled in and attending school. Income support payments may be suspended where children are not enrolled in or do not regularly go to school. Centrelink may contact impacted parents to ask them to provide enrolment information for their school-age children or to advise them that they need to take reasonable steps to ensure their children are attending school.

10. Job Services Australia demonstration Pilots for highly disadvantaged job seekers

Place-based demonstration pilots for highly disadvantaged job seekers in Job Services Australia through approximately 20 pilot projects of up to \$200 000 each, in identified areas of high disadvantage, to model potential enhancements to Stream 4 service delivery including demonstrating partnerships with complementary service providers to improve employment and education outcomes.

11. Priority Employment Area Initiatives - Local Employment Coordinators and Job Expos

The Government has provided \$45.2 million to extend the Priority Employment Area initiative, including Local Employment Coordinators and Jobs and Skills Expos until 2013. The deployment of Local Employment Coordinators in 20 priority employment areas will help drive strategic responses to local labour market requirements in collaboration with communities, employers and all levels of government. Local Employment Coordinators in regional areas will work to maximise benefits from government infrastructure

spending through supporting local industry to link with relevant programs such as the Critical Skills Investment Fund.

12. Regional Education, Skills and Jobs plans

The Australian Government's strategy to improve productivity and participation in regional Australia will be enhanced through the development of localised Regional Education, Skills and Jobs Plans. The Government will provide funding of \$19.1 million over three years to deploy 34 Education, Skills and Jobs Coordinators in regional communities across the country. These Coordinators will work with local stakeholders, including Regional Development Australia. Investing in Regional Productivity and Participation Committees, to develop Regional Education, Skills and Jobs Plans to improve participation and outcomes in education, training and employment in regional Australia. These Plans, built from local knowledge, can then be drawn upon to inform the delivery of a range of Government policy and programs. This work recognises the significant investment made in education, skills development and employment initiatives nationally and the need to ensure good local and regional awareness of the opportunities that new and existing investments present. Developing Regional Education, Skills and Jobs Plans will assist in meeting this goal.

15. Improved Services - Tailored support for job seekers - Local Connections to Work

The Tailored Support for Job Seekers measure assists disadvantaged job seekers to overcome barriers to social inclusion and economic participation through the Local Connections to Work program; a place-based approach to support disadvantaged job seekers in selected locations. Local Connections to Work services help disadvantaged job seekers through coordinated assistance by taking a holistic view of the customer. Local Connections to Work has been implemented in nine Customer Service Centres (Campsie, Frankston, Elizabeth, Ipswich, Morwell, Maroochydore, Burnie, Campbelltown and Port Adelaide). An additional 15 Local Connections to Work sites will be implemented in 2012-13 to 2014-15, with a total of 24 Local Connections to Work sites by 2014-15.

20. Compulsory participation plans and supports for teenage parents

From 1 January 2012, teenage parents without Year 12 or equivalent attainment level in 10 disadvantaged locations who are on Parenting Payment will be required to attend interviews every six months with Centrelink until their youngest child is six. This starts when their child is 6 months old. When their child is 12 months old, the teenage parent will develop a participation plan with Centrelink, with activities linked to achieving Year 12 or equivalent attainment for the parent and early childhood development activities for their children. Teenage parents with Year 12 or equivalent in the 10 locations will attend one compulsory interview with Centrelink under this measure and be eligible for assistance. As part of the new approach to supporting teenagers and jobless families being trialled in 10 targeted locations, \$23.4 million is being invested in new and existing Communities for Children services. Where there is an existing Communities for Children service in a trial site, additional funding will be provided to work with teenage parents and jobless parents as part of their new participation requirements.

23. Community Innovation through Collaboration

As part of the new Community Innovation through Collaboration initiative, the Government is providing new Budget funding of \$38.2 million over four years to support innovative local programs to boost engagement and workforce participation in ten disadvantaged Australian communities. The initiative includes \$25 million for a Local Solutions Fund for community organisations to deliver programs that will assist families and individuals access the services they need in order to fully participate in educational and employment options. Another \$13.2 million is being provided for Government Action Leaders and Community Action Leaders in ten locations to ensure local services are delivered effectively across all

participatory programs and services. This initiative will support and build on other participation initiatives announced under the Government's Workforce Participation Package – in particular, those initiatives that will support teen parents and provide targeted income management in five priority employment locations.

34. Compulsory participation requirements for jobless families

This measure links disadvantaged parents to locally available services that:

- support better health and early development outcomes for children
- enhance school readiness and school transitions for pre-school aged children
- assist parents to prepare for work.

It will be introduced in 10 Local Government Areas (LGAs) -Greater Shepparton, VIC; Hume, VIC; Burnie, TAS; Bankstown, NSW; Shellharbour, NSW; Wyong, NSW; Kwinana, WA; Playford, SA; Logan, QLD; Rockhampton, QLD. From 1 July 2012, all parents who are in receipt of Parenting Payment, who are caring for children who are turning five or younger, who live within the designated 10 Local Government Areas (LGAs) and who:

- have been in receipt of income support for at least two years and who are not currently working or studying, or
- are under 23 years of age and who are not currently working or studying will be affected by this measure.

Affected parents will be required to attend Centrelink interviews and workshops, triggered on the ages of the child/ren. These interviews and workshops will provide information about services available in the local community that are relevant to the needs of the parent and/or child, as suggested by the child's age. The interviews and workshops are compulsory, and non-attendance may result in suspension of payments.

As part of the new approach to supporting teenagers and jobless families being trialled in 10 targeted locations, \$23.4 million is being invested in new and existing Communities for Children services. Where there is an existing Communities for Children service in a trial site, additional funding will be provided to work with teenage parents and jobless parents as part of their new participation requirements.

35. Income Management

The Australian Government will invest \$117.5 million over five years, to introduce targeted income management to assist vulnerable individuals and families in five disadvantaged communities. This is part of a new approach to tackle entrenched disadvantage in targeted locations, as part of the Government's *Building Australia's Future Workforce* package. Income management in these sites will start on 1 July 2012, as part of trials in disadvantaged communities to support families to participate in education, training and work. Income management can be a key tool in helping people stabilise their lives, so that they can care for their children, and join or return to the workforce. It directs a proportion of a person's welfare payments to ensure that they are spent on the essentials like food, housing, clothing and utilities. Income management does not reduce the total amount of payment an individual receives from Centrelink. It only changes the way in which individuals receive their payments. The person can use the remainder of their payments as usual. The new income management arrangements will apply to five of the ten trial sites selected for intensive intervention under the Government's Building Australia's Future Workforce package. These five locations are Bankstown, New South Wales; Logan, Queensland; Rockhampton, Queensland; Playford, South Australia; Shepparton, Victoria. In addition, Kwinana in Western Australia - one of the other trial sites - has had Child Protection and Voluntary Income Management in place since April 2009. These communities have been selected because of the high level of disadvantage experienced by the people who live there.