

The Sustainability of Outcomes

Job Search Training, Intensive Assistance and Work for the Dole

Evaluation and Programme Performance Branch
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EXECUTIVE SUMMARY

This report on Job Search Training, Intensive Assistance and Work for the Dole utilises a longitudinal design to provide insight into the performance of these programmes and services provided by the Commonwealth Government, and in particular, the dynamics of how some of the most disadvantaged people fare in the labour market up to 2 years after assistance has ceased. Specifically, this report examines the sustainability of employment and changes in type of employment, occupation and earnings over time.

In August 2001, 7,299 Job Search Training participants, 22,057 Intensive Assistance participants and 7,867 Work for the Dole were followed up 3 months after ceasing programme participation in May 2001, as part of the PPM survey. A further follow-up survey was conducted in May 2002 to examine the longer-term employment outcomes of these people around 12 months after leaving assistance.

Key findings of this study are:

1. Employment outcomes had improved between 3 and 12 months after participation, particularly for Job Search Training, at 30% improvement, and Work for the Dole with an improvement of over 50%:
 - 42% to 55% for Job Search Training;
 - 34% to 36% for Intensive Assistance; and
 - 23% to 35% for Work for the Dole.
2. A significant proportion had moved into full-time jobs between 3 and 12 months after participation:
 - 17% improvement for Job Search Training;
 - 18% improvement for Intensive Assistance; and
 - 10% improvement for Work for the Dole.
3. There was also a strong movement from temporary or casual jobs to permanent jobs for participants of each of the programmes and services:
 - 46% for Job Search Training;
 - 38% for Intensive Assistance; and
 - 50% for Work for the Dole.
4. There was a significant increase in earnings over the 12 month period, due to both an increase in the amount of work as well as an increase in rates of pay. This was equivalent to an average annual increase in earnings of:
 - \$3,000 for Job Search Training;
 - \$1,000 for Intensive Assistance; and
 - \$2,500 for Work for the Dole.
5. In contrast to Job Matching where a significant improvement in the broad occupation classification level was observed over a longer period, there was very little change for participants on Job Search Training, Intensive Assistance and Work for the Dole.

6. Of those in employment 3 months after programme exit, around 57% were still employed at the 12 month post assistance mark for Work for the Dole and Intensive Assistance (where no 3 month outcome payment was made). For Job Search Training, sustainability was slightly higher at 63%. Where an outcomes payment was made for a job placement in Intensive Assistance, around 65% were still employed 15 months after placement in the initial job and nearly 50% had been continuously employed for the entire 15 month period. This suggests that jobs obtained by participants of these programmes are sustainable in the longer term.

7. This study confirms many of the findings of a study of Job Matching placements, 'Job Matching – A Stepping Stone to better future' (2001). This report also echoes the key findings of related research based on the Australian Bureau of Statistics' Survey of Employment and Unemployment Patterns (SEUP) (Carino-Abello, Pederson & King, 2001; Dunlop, 2000), as well as research utilising a 1% sample from the Department of Family and Community Services Longitudinal Data Set (Flatau & Dockery, 2001). The key findings from this body of related work, include:

- a substantial number of low paid job seekers do move to higher paying jobs over time;
- movement from low pay to higher pay is often associated with transitions from part-time to full-time work;
- a substantial number of job seekers in low skilled jobs move to higher skilled jobs over time.

In the case of the more disadvantaged job seekers who participate in Intensive Assistance and Work for the Dole, taking even low paid casual jobs will increase their chances of finding better paid, more permanent employment. In this sense, casual jobs can act as a stepping stone to higher paid permanent employment.

1. INTRODUCTION

1.1 Background

With the introduction of the Job Network in May 1998, the primary government-funded employment services were restructured. This included the introduction of Job Search Training for job ready job seekers and Intensive Assistance for more disadvantaged job seekers. Work for the Dole was introduced in November 1997 for job seekers aged 18-24 as part of mutual obligations requirements. It has subsequently been extended to those aged up to 39 years of age. During 2001-02 over 79,300 job seekers participated in Job Search Training, 284,700 in Intensive Assistance and 57,100 in Work for the Dole.

The Post Programme Monitoring survey is regularly conducted for those job seekers who participate in Job Search Training, Intensive Assistance and Work for the Dole to determine employment outcomes achieved by former participants around 3 months after leaving assistance. In August 2001, 7,299 Job Search Training participants, 22,057 Intensive Assistance participants and 7,867 Work for the Dole were followed up 3 months after ceasing programme participation in May 2001, as part of the PPM survey. A further follow-up survey was conducted in May 2002 to examine the longer-term employment outcomes of these people around 12 months after leaving assistance.

To date, longitudinal analysis of the impact of joblessness on labour market outcomes, in the Australian context, has been rare due to the limited number of longitudinal data sets. The Department's study of 'Job Matching, A Stepping Stone to better Jobs' (2001) looked at the progress of those placed by Job Network providers in jobs under the Job Matching service. This study supported the stepping stone hypothesis that even taking up low paid, low skilled jobs can lead to better jobs in terms of hours, skills and wages for many job seekers.

This study looks at these issues for those who participate in Job Search Training, Intensive Assistance and Work for the Dole. Investigation is also undertaken of the changes to employment outcomes each month after leaving assistance for up to 12 months, as well as the extent to which job seekers change employers over this period.

While surveys are useful in determining the labour force status of job seekers after programme participation, they are expensive. The income support status of those on activity tested allowances can be used as a measure of the success of job seekers after program participation. As such, analysis of income support status for up to 26 months after programme cessation is also presented.

The data collection method for the surveys was a self-completion questionnaire. In both the 3 and 12-month post placement surveys, participants were sent a survey package including a letter of introduction, a questionnaire and a reply paid envelope. Both the 3 and 12-month questionnaires contained specific response options (Appendix A and B, respectively). For both surveys, a reminder questionnaire was sent to those who had not responded to the initial questionnaire within 3 weeks. After another 2 weeks a telephone interview was attempted for those job seekers where a response had still not been received.

1.2 Other related longitudinal studies

There have been other studies that also look at the progress of those who achieve employment outcomes. Research based on the Australian Bureau of Statistics' Survey of Employment and Unemployment Patterns (SEUP) has provided valuable insights into this issue. Carino-Abello, Pederson and King (2001) examined the change in earnings of Australians aged 15-59 years over the period 1995 to 1997. Dunlop (2000) looked at the dynamics of the labour market and the impact of labour market programmes, focusing on outcomes achieved by low paid adult workers. These studies found that:

- a substantial number of low paid job seekers do move to higher paying jobs over time;
- movement from low pay to higher pay is often associated with transitions from part-time to full-time work and increases in skill level;
- educational attainment is an important factor in the prediction of increases in earnings; and
- movement out of employment is more likely for low paid job seekers.

Flatau and Dockery 2001, utilising the Department of Family and Community Services Longitudinal Data Set 1% Sample, have examined how income support recipients interact with the labour market. They concluded that:

- part-time earnings have a significant positive effect on the rate of moving from income support to employment and strongly support the stepping stone hypothesis that part-time employment leads to full-time employment;
- the take-up of employment options among income support recipients aids the movement off income support and into longer-hours employment for those recipients who prefer such jobs.

2. LABOUR MARKET ASSISTANCE OUTCOMES

2.1 Client group

Job Search Training, Intensive Assistance and Work for the Dole provide very different types of assistance to very different client groups. Job Search Training provides assistance in writing resumes, job applications and developing job search skills to those job seekers who are considered job ready and tend to be shorter term unemployment beneficiaries. Intensive Assistance provides a range of services to long term beneficiaries or those job seekers who are considered at risk of long term unemployment. As part of the mutual obligations requirement for continued income support Work for the Dole provides work experience type activities in projects that benefit the local community. These job seekers must be unemployed and tend to be those who have been on unemployment allowance for considerable periods of time.

Further analysis on access to and placement in these services or programmes by job seeker characteristics is contained in Appendix C.

2.2 Job outcomes

Employment outcomes

The relative disadvantage of the participants in Job Search Training, Intensive Assistance and Work for the Dole can be seen in the employment outcomes achieved at 3 and 12 months after participation (Table 2.1.1). Encouragingly, employment outcomes achieved at 12 months were higher than those achieved at 3 months for all three programmes, particularly Job Search Training and Work for the Dole. What is also evident is that while employment outcomes for Work for the Dole are considerably lower than Intensive Assistance at 3 months, 12 months after participation employment outcomes are nearly the same. Those who leave Intensive Assistance often do so to take up employment, and the majority of participants who get jobs do so in the first few months after placement. Indeed, around 80% of those who leave for employment do so within the first six months, providing support for a six month period of concentrated assistance, such as Customised Assistance. However, post assistance outcomes rise little for Intensive Assistance from 3 months to 12 months. While some in Work for the Dole leave early for job opportunities, many will remain in the project until completion. This attachment effect, where participants continue involvement with projects because they like what they are doing or they perceive some longer term benefit, leads to lower outcomes at 3 months. After participants finish their placement, however, they begin looking in earnest for jobs, and by 12 months after leaving their Work for the Dole project nearly 35% have found employment.

Encouragingly, Work for the Dole positive outcomes, that is both employment and education/training outcomes, were 4 percentage points higher than Intensive Assistance outcomes at the 12 month post assistance mark. This shows the attachment effect of Work for the Dole is largely overcome within 12 months and that many former participants, particularly the younger age group, have taken up education or training options.

Table 2.2.1: Employment and positive outcomes by programme or service (%)

	Employment outcomes (%)	Positive outcomes ¹ (%)
Job Search Training		
3 months	42.1	49.0
12 months	54.8	62.8
Intensive Assistance		
3 months	33.8	40.5
12 months	35.8	42.4
Work for the Dole		
3 months	22.7	33.5
12 months	34.6	46.4

1. Positive outcomes include both employment and education or training outcomes.

Source: DEWR administrative systems.

Regression analysis was used to determine the factors that affect employment success at both 3 and 12 months. For all programmes, the significant factors in determining employment outcomes at 3 months were duration on unemployment benefits and gender, with long term beneficiaries (those on benefits for 12 months or more) and males less likely to be employed.

For Intensive Assistance age, education level and days in assistance were also significant factors in determining employment at 3 months post assistance. Young and mature job seekers, those with lower education qualifications and those with longer periods in assistance were less likely to be employed at 3 months. Those with a disability and young and mature Job Search Training participants were less likely to be employed at 3 months. For Work for the Dole, those with lower education qualifications and those from a non-English speaking background were less likely to be employed at 3 months.

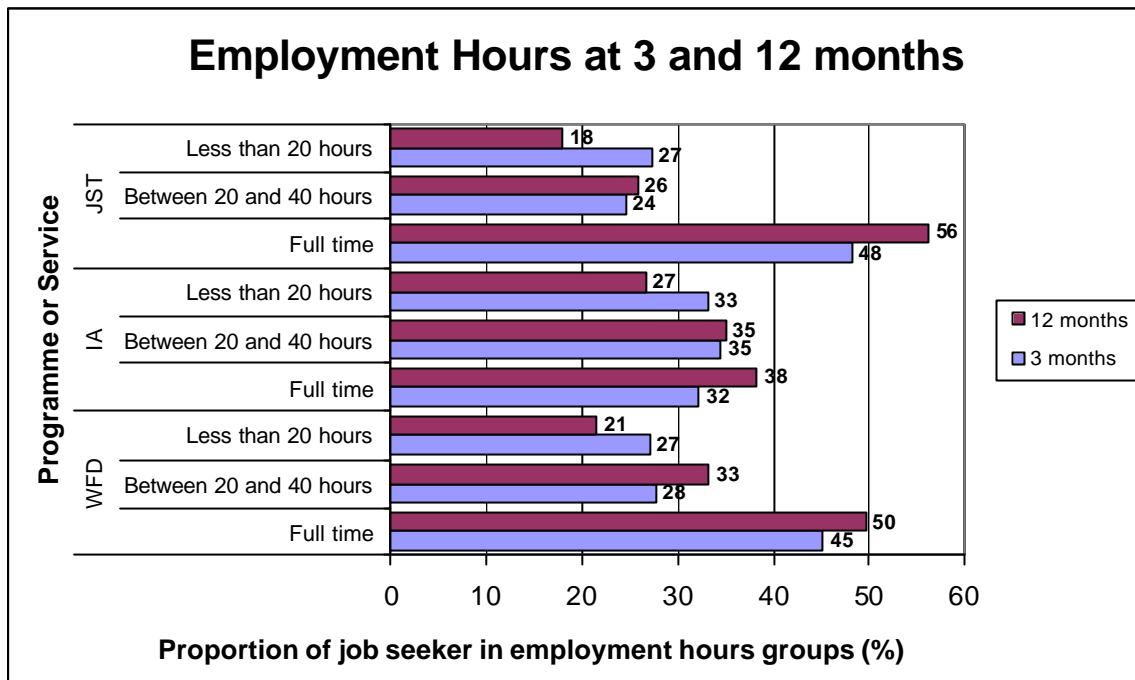
For those who were unemployed at 3 months, the significant factors determining employment at 12 months for all programmes were benefit duration, age and education. Lower outcomes were demonstrated for those with longer benefit durations, older job seekers and those with lower education levels. For Intensive Assistance, Indigenous participants were less likely to be employed, and for Job Search Training, younger job seekers were also less likely to be employed after 12 months.

The significant factors determining continued employment at 12 months for those who were employed at 3 months were also determined for each service or programme. For Job Search Training, older job seekers, those in temporary or casual jobs or those with lower education qualifications were less likely to be employed at 12 months. For Intensive Assistance, those with less hours of employment and people with a disability were less likely to be employed. For Work for the Dole, Indigenous job seekers were less likely to be employed.

Hours

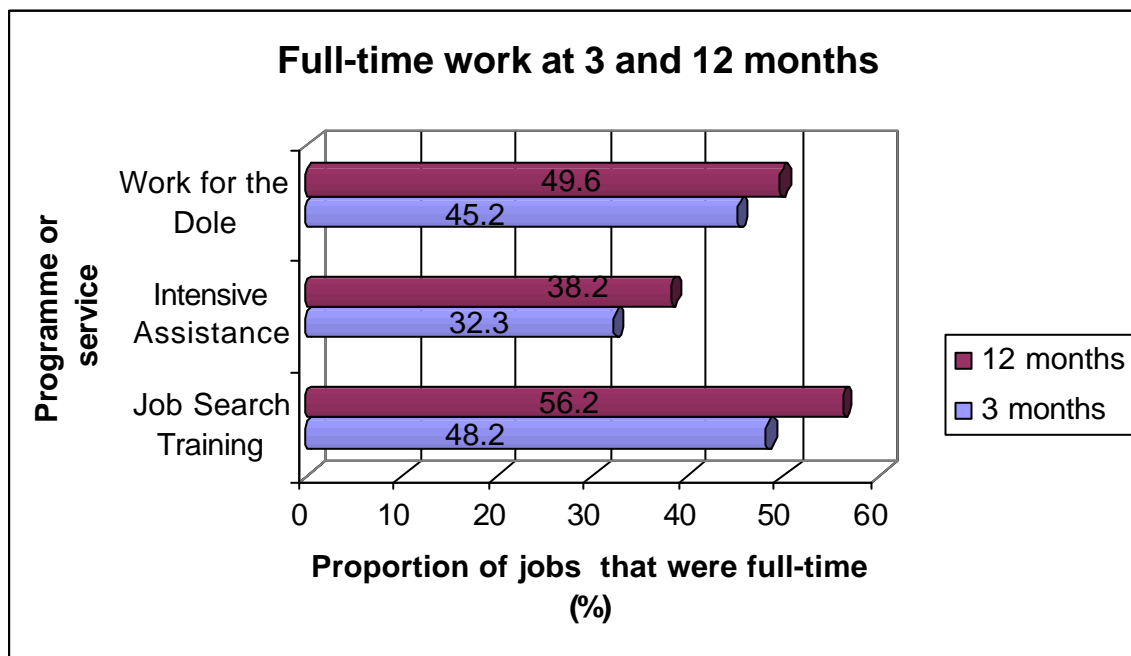
For those who were employed at both the 3 and 12 month post assistance marks, the proportion of jobseekers working fewer than 20 hours per week, between 20 and 40 hours per week and full time at each point is shown in Figure 2.2.1. It can be seen that for Job Search Training, Intensive Assistance and Work for the Dole the proportion of job seekers in full-time employment or working between 20 and 40 hours per week increased between 3 and 12 months after leaving assistance. Over the same period, the number of job seekers working fewer than 20 hours per week declined.

Figure 2.2.1: Change employment hours for those employed at 3 and 12 months post assistance



For those job seekers employed at both the 3 and 12 month post assistance marks, a significant proportion moved into full-time jobs between 3 and 12 months after participation (Figure 2.2.2). Representing a 17% improvement for Job Search Training, an 18% improvement for Intensive Assistance, and a 10% improvement for Work for the Dole.

Figure 2.2.2: Full-time work at 3 and 12 months post assistance



Proportion in permanent employment

Table 2.2.2 shows movements in employment tenure between 3 and 12 months post assistance for Job Search Training, Intensive Assistance and Work for the Dole. As with hours worked,

there was an increase in the proportion who were in permanent employment between 3 and 12 months after leaving assistance for each programme or service.

Analysis shows that those in part-time, temporary/seasonal/casual work at 3 months were significantly more likely to be in employment at 12 months than those unemployed at 3 months, and in particular, full-time employment. This supports the stepping stone hypothesis that taking any job will increase the long term employment prospects of those who are unemployed.

Table 2.2.2: Movement in tenure for those employed at both 3 and 12 month by programme or service

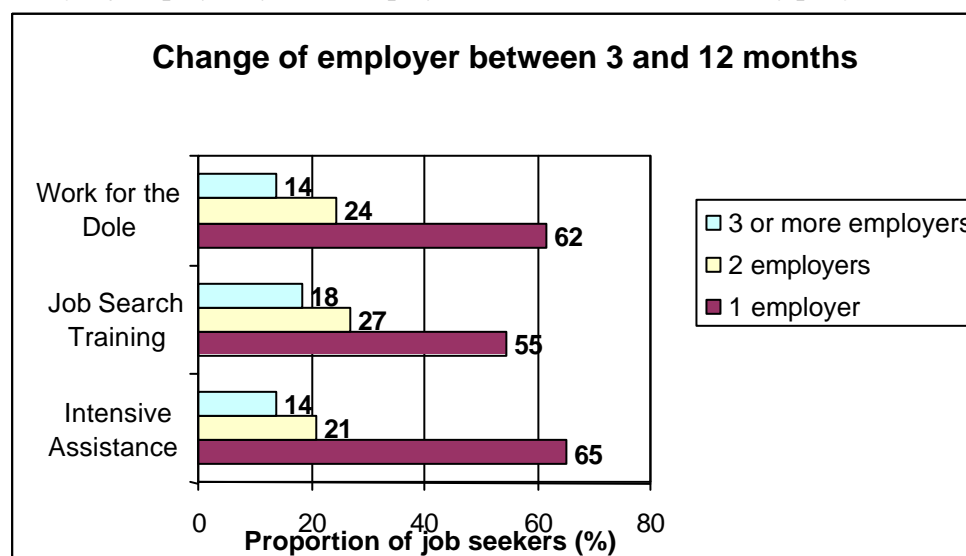
Programme	Permanent (%)	Temporary, seasonal, casual (%)	Self employed (%)
Job Search Training			
3 months	31.3	60.7	8.1
12 months	45.7	45.2	9.2
Intensive Assistance			
3 months	28.2	61.7	10.1
12 months	37.7	52.4	9.9
Work for the Dole			
3 months	37.4	58.2	4.4
12 months	49.8	46.9	3.3

Source: DEWR administrative systems.

Number of employers

For Work for the Dole, Job Search Training and Intensive Assistance over half of those employed at 3 and 12 months had the same employer at both points as shown in Figure 2.2.3.

Figure 2.2.3: Change of employer by those employed at both 3 and 12 month by programme or service



Occupation

As expected, the occupations of jobs obtained by those on unemployment allowance tend to be lower skilled. Classification of the skill level of employment outcomes utilises the Australian

Bureau of Statistics' ASCO framework for classifying all occupations based on the required skills and experience needed to perform the duties of the job¹. Appendix D provides a brief summary of the nine occupational categories and the associated skill levels used.

The occupation of those employed 3 months after leaving assistance are presented in Table 2.2.3. Job Matching occupations are shown for comparative purposes and relate to placements in mid 1999. It can be seen that former participants of Job Search Training have jobs with higher skill levels compared with other programmes.

Table 2.2.3: Occupation of those employed 3 months post assistance by programme or service

Occupation classification ^a	Job Matching (%)	Job Search Training (%)	Intensive Assistance (%)	Work for the Dole (%)	ABS Workforce (%) ^b
Managers and Administrators	1	1	0	0	7
Professionals	2	12	4	6	19
Associate Professionals	4	5	2	4	12
Tradespersons and Related Workers	11	11	9	7	13
Advanced Clerical and Service Workers	1	3	2	1	4
Intermediate Clerical, Sales and Service Workers	12	23	18	22	17
Intermediate Production and Transport Workers	12	9	15	10	8
Elementary Clerical, Sales and Service Workers	19	19	19	21	10
Labourers and Related Workers	38	17	31	29	9

Source: ^a ABS "Australian Standard Classification of Occupations" Second Edition 1997. DEWR administrative systems.

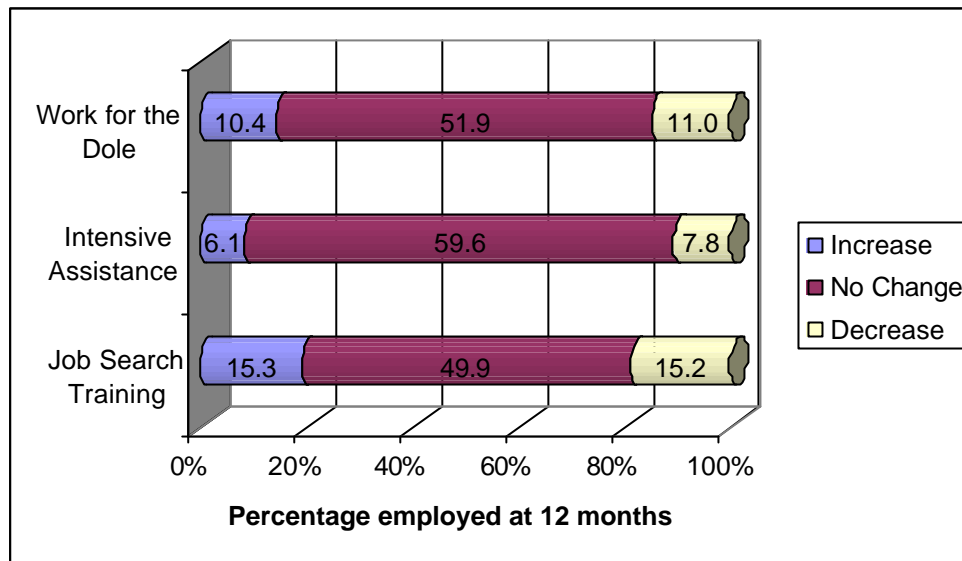
^b Occupation of Full-time and Part-time Workers November 2002, ABS Catalogue 6203.0

Figure 2.2.4 shows the changes in broad occupation classification levels for those employed at both 3 and 12 months after leaving assistance. It can be seen that the vast majority remain at the same broad occupation classification level.

As shown in Table 2.2.1, Work for the Dole has a larger increase in the level of employment between 3 and 12 months, with most of these additional jobs being at the entry level. In addition, a high proportion of Work for the Dole participants take up education or training places after programme completion which has the potential to improve the prospect of more skilled jobs in the longer term. Any improvement in the skill level of jobs found by former Work for the Dole participants may require more than 12 months to be realised. International research suggests that improvement associated with education or training typically takes 3 or 4 years to become evident.

¹ The Australian Bureau of Statistics "Australian Standard Classification of Occupations" (ASCO), Second Edition (1997). Under ASCO, broad skill levels are based on the Australian Qualifications Framework (AQF) Implementation Handbook (August, 1995).

Figure 2.2.4: Changes in broad occupation classification levels for those employed at 3 and 12 months post assistance



ABS "Australian Standard Classification of Occupations" Second Edition 1997. DEWR administrative systems.

Earnings

Figure 2.2.5 shows the changes in weekly earnings of at least \$50 for those employed at both the 3 and 12 month post assistance marks. Despite little change in broad occupation classification levels, there appears to be a significant increase in earnings 12 months after leaving assistance compared with those at the 3 month post assistance mark across all three programmes. This was particularly true for Job Search Training and Work for the Dole.

Figure 2.2.5: Changes in earnings for those employed at 3 and 12 months post assistance

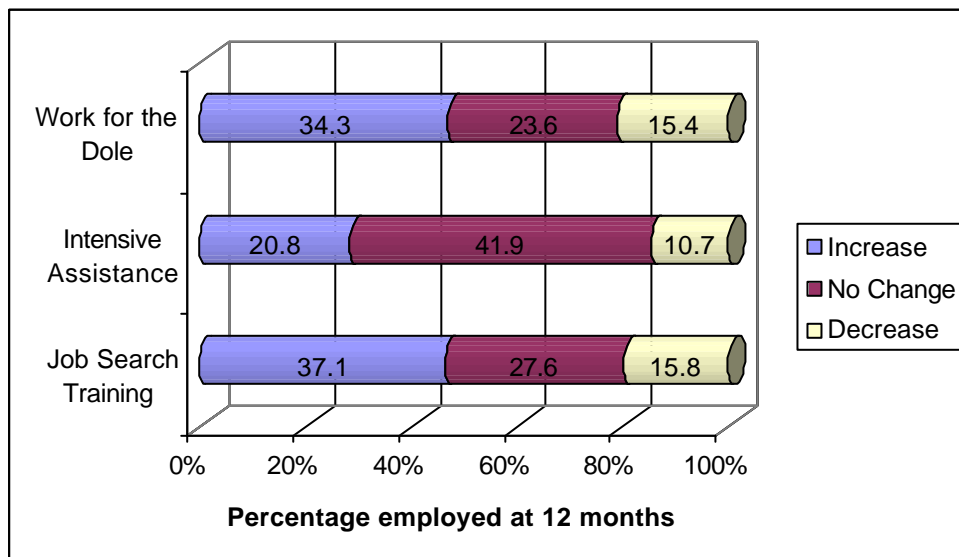


Table 2.2.4 shows the changes in the average weekly pre-tax earnings for job seekers employed at the 3 and 12 month post assistance marks. Average weekly earnings increased for all programmes, particularly Job Search Training and Work for the Dole. Work for the Dole average earnings rose from below that of Intensive Assistance at 3 months, to above that of Intensive

Assistance at 12 months. Job Search Training participants had the highest average weekly earnings post assistance.

Table 2.2.4: Average weekly pre-tax earnings of those employed post assistance by programme or service

Period	Job Search Training	Intensive Assistance	Work for the Dole
3 months post assistance	\$415	\$360	\$350
12 months post assistance	\$475	\$380	\$400

Table 2.2.5 shows the changes in hourly pre-tax earnings for job seekers employed at the 3 and 12 month post assistance marks. As with weekly earnings, average hourly earnings increased over time for all programmes. Job seekers working 3 months after finishing Work for the Dole had a lower hourly wage than job seekers exiting the other programmes, yet this increased by almost two dollars an hour between the 3 and 12 months post assistance marks.

Table 2.2.5: Average hourly pre-tax earnings of those employed post assistance by programme or service

Period	Job Search Training	Intensive Assistance	Work for the Dole
3 months post assistance	\$14.70	\$14.10	\$12.30
12 months post assistance	\$16.20	\$14.40	\$14.20
Change over time	\$1.50	\$0.30	\$1.90

3. CHANGES TO EMPLOYMENT OUTCOMES

3.1 Employment outcomes levels in the 12 months after exit

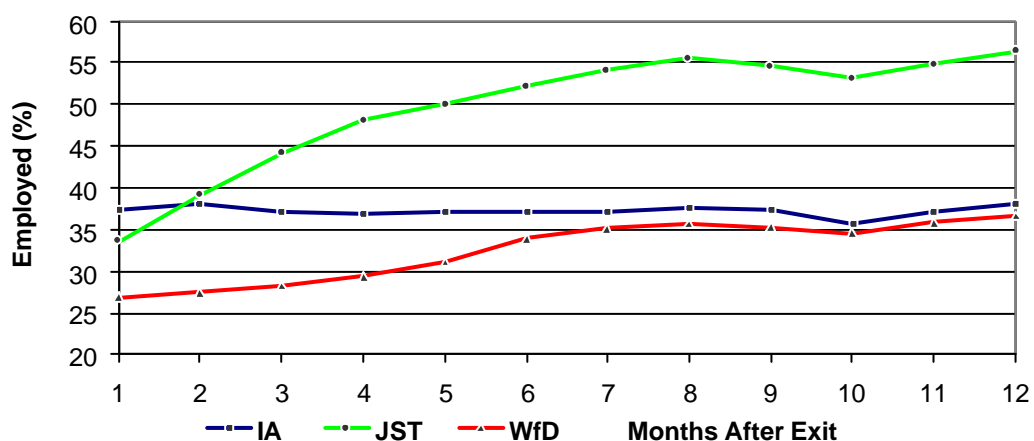
Job seekers included in the survey at 12 months were asked to identify their main labour force activity in each month since leaving assistance. It should be noted that there will be some recall problems given the time period involved. However, this type of data has also been collected by the Australian Bureau of Statistics, and should provide an indication of the changes in labour force status of programme participants over time.

Figure 3.1.1 shows the proportion of programme participants employed at each month after leaving assistance. Participants in Job Search Training are required to attend for a 3 week period. It can be seen that employment outcomes rise quickly in the first 4 months to nearly 50%. Those in Job Search Training are job ready and so many achieve employment outcomes soon after leaving their programme place. The proportion in employment rises slowly over the next 8 months to around 56%.

Intensive Assistance participants tend to be more disadvantaged and remain in their programme place until either they obtain employment (usually in the first 3 or 4 months after commencement), or they reach the end of their programme place (usually around 12 months after commencement). Hence, outcomes over the 12 month period after exit tend to be fairly flat at just below (40)%.

Work for the Dole participants are predominantly long term unemployed (unemployed for 1 year or more) or very long term unemployed (unemployed for 2 years or more). Relatively few job seekers will leave the project to take up employment. Unlike the other programmes, employment outcomes rose slowly for the first 5 months then pick up in the next 2 or 3 months and by 10 months have nearly reached the level of Intensive Assistance outcomes. This suggests an attachment effect associated with Work for the Dole. The attachment effect is the reduction in job search activity as a result participation in the programme, as well as unrealistic expectations regarding employment prospects. After leaving the programme job search activity slowly increases, and by around 12 months after commencing Work for the Dole, employment outcomes have increased to around 35%.

Figure 3.1.1 Employment outcomes in the 12 months after exit from Job Search Training, Intensive Assistance and Work for the Dole



3.2 Sustainability of employment outcomes levels

By looking at the longer term employment status of those job seekers that were in employment 3 months after leaving a programme or service it is possible to determine the sustainability of employment outcomes. Figures 3.2.1 and 3.2.2 show, for those employed 3 months after leaving the programme or service, the proportion employed at each month up to 12 months after leaving assistance. Figure 3.2.1 shows the sustainability of outcomes for Job Search Training, Work for the Dole and for those Intensive Assistance participants where the provider did not receive an outcomes payment at 3 months. Figure 3.2.2 shows sustainability of employment for those in Intensive Assistance where a 3 month paid employment outcome was achieved. The graph shows the proportion who were continuously employed and the proportion employed each month.

Figure 3.2.1 *Proportion remaining employed at 12 months for those who were employed 3 months after leaving Job Search Training, Intensive Assistance (without a paid outcome) and Work for the Dole*

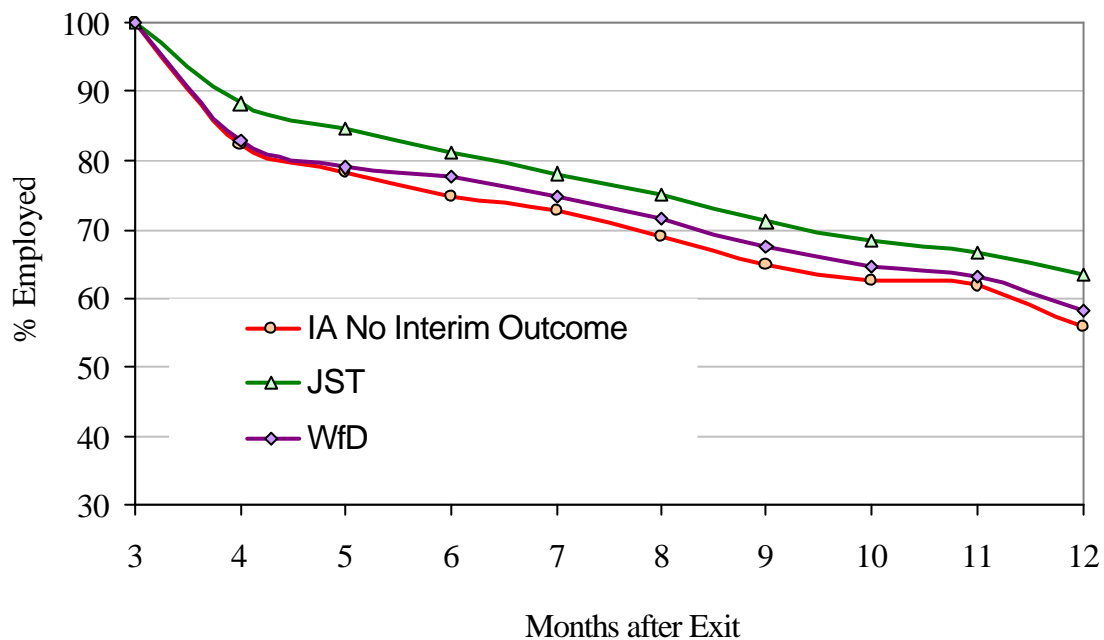
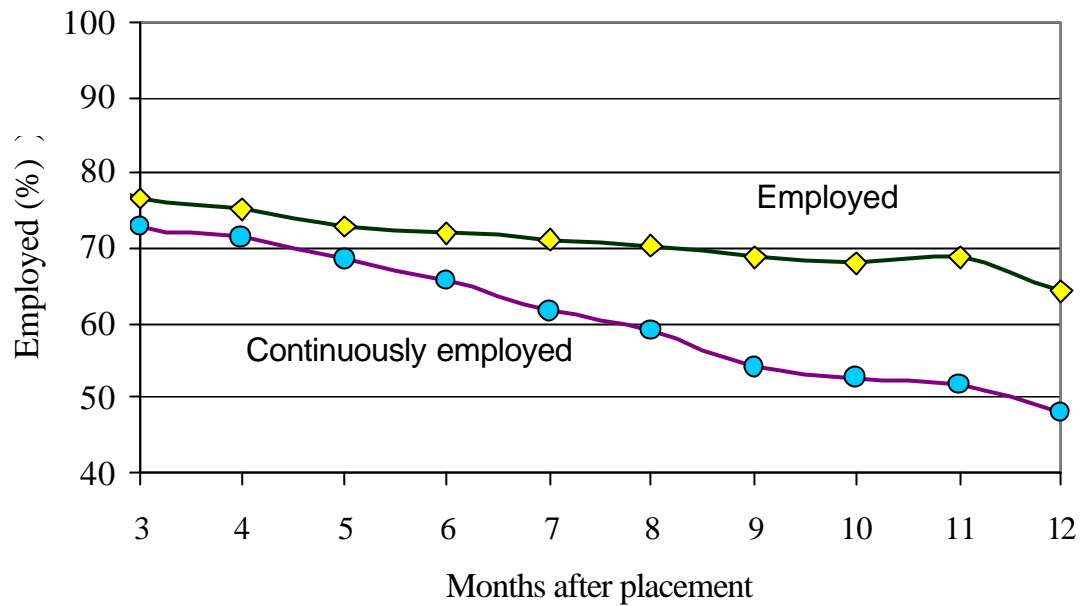


Figure 3.2.1 shows that the sustainability of employment at 3 months is similar for each programme even though Work for the Dole participants and those in Intensive Assistance who do not achieve a paid outcome have lower outcomes at 3 months. This may simply reflect the fact that those who find a job will be the less disadvantaged and the sustainability of outcomes is therefore similar across programmes. The difference in levels of disadvantage between the programmes is reflected in the outcomes levels at 3 months. Nevertheless, this shows the importance of taking any employment as the employment rate at 12 months is still around 55-65% for these job seekers.

Figure 3.2.2 *Proportion remaining employed for those who were employed 3 months after leaving Intensive Assistance with a paid outcome*



For those who leave Intensive Assistance with a job that leads to a paid outcome after 3 months, the proportion still employed at 12 months is around 65% with nearly 50% continuously employed to this point (Figure 3.2.2).

4. OFF-INCOME SUPPORT OUTCOMES

4.1 Off-income support outcomes over the longer term

An important goal of employment assistance is to reduce job seekers' dependence on income support. As this section focuses on the off-income support outcomes achieved under various programmes and services, it is important to remember that factors other than employment assistance - such as administrative changes - may have an impact on the number of income support recipients.

Table 4.1.1 shows the proportion of programme participants on Newstart or Youth Allowance (Other) at commencement, who had left benefits at 3, 12 and 24 months after leaving assistance. Similar figures are also shown for Job Matching.

The level of off-income support outcomes at 24 months largely reflects the disadvantaged nature of the programme client groups. However, outcomes at 3 months shows a slightly different picture. Intensive Assistance off-income support outcomes are better than Job Search Training and considerably better than Work for the Dole at 3 months. By 12 months, Job Search Training outcomes exceed Intensive Assistance and Work for the Dole outcomes have improved considerably. As mentioned earlier, this reflects the nature of the different programmes and their client groups with Work for the Dole participants showing a significant attachment effect to the programme. This attachment effect means that outcomes remain low shortly after placement, before improving by nearly 50% at 12 months. Intensive Assistance outcomes show a much slower improvement over the next 2 years compared with Work for the Dole. Job Search Training outcomes nearly double between 3 and 24 months in line with the lower levels of disadvantage for this client group.

Table 4.1.1: Off income support outcomes by programme or service

Programme	3 months after exit (%)	12 months after exit (%)	24 months after exit (%)
Intensive Assistance	38.0	45.9	51.8
Job Search Training	32.8	55.2	62.8
Job Matching	42.5	54.3	58.6
NEIS	78.3	78.6	78.6
Work for the Dole	24.5	37.5	44.9

Source: DEWR administrative systems.

It is also possible to look at the sustainability of 3 months off-income support outcomes over the following 2 years. Table 4.1.2 shows for those job seekers who were off-income support at 3 months after leaving a programme or service, or were placed in a Job Matching vacancy, the proportion off-income support at 12 and 24 months. This information is presented as the proportion off-income support at a point in time, continuously off income support, and those who spent at least 75% of the time off income support.

The analysis shows that for those who go off income support by 3 months around three quarters will be off income support in the longer term with around half remaining off support continuously. This reaffirms the stepping stone hypothesis that taking any employment is the best way of reducing dependence on income support. However, it can also be seen that only

around a quarter to one third of the participants in Job Search Training, Intensive Assistance and Work for the Dole will be off income support around 3 months after leaving assistance. This suggests that many who receive labour market assistance will remain dependent to a large extent on income support over the longer term.

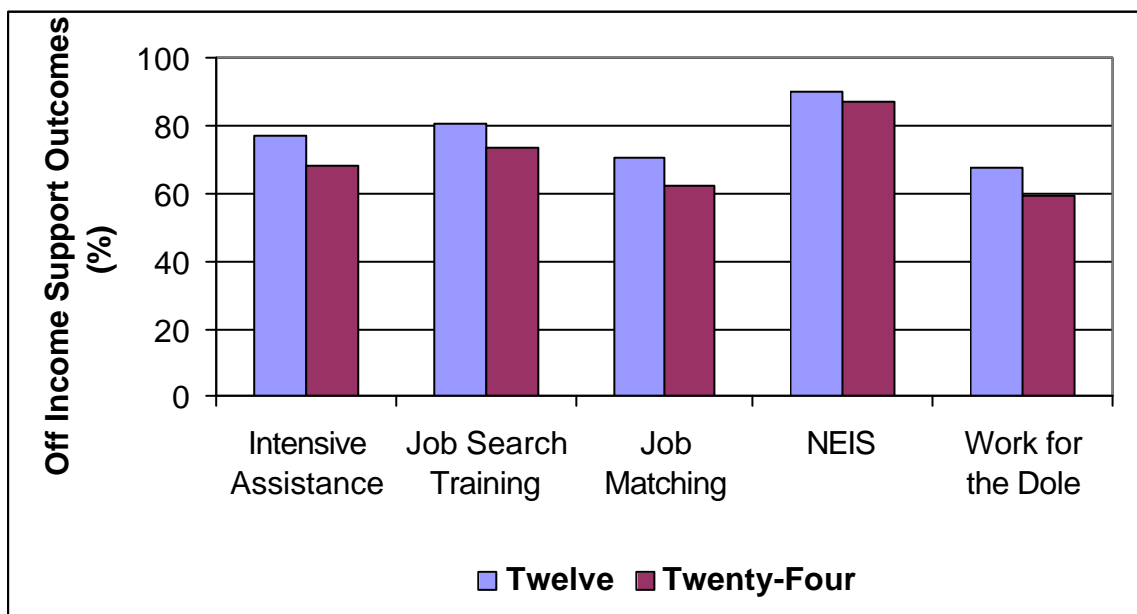
Table 4.1.2: Sustainability of off income support outcomes by programme or service

Programme	Point in time		Continuously off income support		At least 75% of time off income support	
	12 months after exit or placement (%)	24 months after exit or placement (%)	12 months after exit or placement (%)	24 months after exit or placement (%)	12 months after exit or placement (%)	24 months after exit or placement (%)
Intensive Assistance	77.1	74.8	68.2	54.6	77.2	68.5
Job Search Training	79.8	78.3	70.9	55.6	80.6	73.5
Job Matching	72.8	72.0	58.7	42.7	70.8	62.5
NEIS	90.5	88.5	86.5	78.4	90.2	86.8
Work for the Dole	66.7	66.6	53.7	40.4	67.7	59.4

Source: DEWR administrative systems.

Figure 4.1.1 shows off-income support outcomes for programmes and services for up to 24 months, for those job seekers who remained off income support for at least 75% of the time. This figure shows that most of those job seekers who leave income support by 12 months remain off income support for at least two years. Less than 10% of those who are off income support for at least 75% of the time return to income support by 24 months

Figure 4.1.1 Proportion remaining employed for those who were employed 3 months after leaving Intensive Assistance with a paid outcome



5. CONCLUSION

There were significant improvements observed in the level of employment, number of hours worked, permanency of employment and income in the 12 months following participation in Job Search Training, Intensive Assistance and Work for the Dole. In particular, the biggest improvement amongst the 3 programmes studied was an increase in employment of over 50% demonstrated by former Work for the Dole participants.

In contrast to Job Matching, where a significant improvement in the broad occupation classification level was observed over a longer period, there was very little change for participants in Job Search Training, Intensive Assistance and Work for the Dole.

Of those in employment 3 months after programme exit, around 57% were still employed at the 12 month post assistance mark for Work for the Dole and Intensive Assistance (where no 3 month outcomes payment was made). For Job Search Training, sustainability was slightly higher at 63%. Where an outcomes payment was made for a job placement in Intensive Assistance, around 65% were still employed 15 months after placement in the initial job and nearly 50% had been continuously employed for the entire 15 month period.

Analysis of income support data suggest that these outcomes are sustainable for over 2 years after programme participation has ceased, with many remaining off income support continuously for up to 2 years. This suggests that jobs obtained by participants in these programmes are sustainable in the longer term.

This study, with the exception of broad occupation classification level, confirms many of the findings of a study of Job Matching placements, 'Job Matching – A Stepping Stone to better future' (2001). This report also echoes the key findings of related research from the Australian Bureau of Statistics' Survey of Employment and Unemployment Patterns (SEUP) (Carino-Abello, Pederson & King, 2001; Dunlop, 2000), as well as research utilising a 1% sample from the Department of Family and Community Services Longitudinal Data Set (Flatau & Dockery, 2001). The key findings from this body of related work, include:

- a substantial number of low paid workers do move to higher paying jobs over time;
- movement from low pay to higher pay is often associated with transitions from part-time to full-time work;
- a substantial number of job seekers in low skilled jobs move to higher skilled jobs over time.

In the case of the more disadvantaged job seekers who participate in Intensive Assistance and Work for the Dole, taking even low paid, casual jobs will increase their chances of finding better paid, more permanent employment. However, the more disadvantage a job seeker suffers, the more likely they are to return to income support. As such, improving the skill levels of the more disadvantaged job seekers may be necessary before further improvements in sustainable employment outcomes are obtained for these job seekers. The introduction of training credits/accounts in July 2002 and job seeker accounts as part of the Active Participation Model in July 2003 will provide more training opportunities for the most disadvantaged.

APPENDICES

Appendix A: Questionnaires 3-month mark

Question 9 was asked only of Work for the Dole participants referred through a Community Work Co-ordinator

<p>1. Are you now doing any course of study at a secondary school, secondary college, technical college (TAFE), business college or university?</p> <p><input type="checkbox"/> Yes → If Yes, is this study <input type="checkbox"/> Full-time? Or</p> <p><input type="checkbox"/> No <input type="checkbox"/> Part-time?</p>																								
<p>2. Are you now employed?</p> <p><input type="checkbox"/> Yes <input type="checkbox"/> No</p> <p style="text-align: center;">↓ ↓</p> <p><i>If Yes, please answer Section A</i> <i>If No, please answer Section B</i></p>																								
<p>A3. How many hours a week do you usually work? (Write in)</p> <p>_____ Hours</p> <p>A4. Is this job -</p> <p><input type="checkbox"/> permanent? (that is, you get holiday pay and sick leave) OR</p> <p><input type="checkbox"/> temporary, seasonal, casual? OR</p> <p><input type="checkbox"/> self-employed?</p> <p>A5. On average, how much do you earn from your job each week <u>before</u> tax?</p> <p>\$_____</p> <p>A6. What is the occupation title of your job?</p> <p>_____</p> <p>A7. What are the main tasks you personally perform in this job?</p> <p>_____</p>	<p>B3. Are you now looking for work?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p>B4. Have you had any employment since leaving Work for the Dole?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p>																							
<p>8. Did your Community Work Co-ordinator affect:</p> <table style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="width: 50%;"></th> <th style="width: 12.5%; text-align: center;">Improved it a lot</th> <th style="width: 12.5%; text-align: center;">Improved it somewhat</th> <th style="width: 12.5%; text-align: center;">Reduced it somewhat</th> <th style="width: 12.5%; text-align: center;">Reduced it a lot</th> </tr> </thead> <tbody> <tr> <td>Your chances of getting a job?</td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> </tr> <tr> <td>Your desire to find a job?</td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> </tr> <tr> <td>Your self confidence</td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> </tr> </tbody> </table>						Improved it a lot	Improved it somewhat	Reduced it somewhat	Reduced it a lot	Your chances of getting a job?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Your desire to find a job?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Your self confidence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Improved it a lot	Improved it somewhat	Reduced it somewhat	Reduced it a lot																				
Your chances of getting a job?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>																				
Your desire to find a job?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>																				
Your self confidence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>																				
<p>9. How satisfied were you with the overall quality of assistance and service provided by the Community Work Co-ordinator?</p> <table style="width: 100%; text-align: center;"> <tr> <td style="width: 25%;">Very Satisfied</td> <td style="width: 25%;">Satisfied</td> <td style="width: 25%;">Dissatisfied</td> <td style="width: 25%;">Very Dissatisfied</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table>					Very Satisfied	Satisfied	Dissatisfied	Very Dissatisfied	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>												
Very Satisfied	Satisfied	Dissatisfied	Very Dissatisfied																					
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>																					

Thank you for completing this questionnaire.

2. The following question relates to your circumstances with respect to employment in each month since April last year. Were you mostly:

(Tick one box for each month to indicate what you were mostly doing during that month)

Month	Working full-time	Working part-time	Looking for work and not working	Not looking for work and not working (eg sick, studying)
April 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
May 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
June 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
July 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
August 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
September 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
October 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
November 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
December 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
January 2002	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
February 2002	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
March 2002	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3. The following question relates to your circumstances with respect to education and training in each month since April last year. Were you mostly:

(Tick one box for each month to indicate what you were mostly doing during that month)

Month	Not studying or training	Studying full-time	Studying part-time
April 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
May 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
June 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
July 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
August 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
September 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
October 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
November 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
December 2001	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
January 2002	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
February 2002	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
March 2002	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4. In the last 12 months has your participation in **[employment programme]** made finding job vacancies and applying for jobs:
 Easier Harder Just the same

5. → In the last 12 months has your participation in **[employment programme]** helped you in any other ways?
 Yes No If *Yes*, how did the IA experience help you?

6. Are you currently doing any course of study at a secondary school, secondary college, technical college (TAFE), business college or university?
 Yes → If *Yes*, is this study Full-time? Or
 No Part-time?

7. How many different employers have you worked for in the past year? (*If you have been self-employed in the past year include yourself once only*)
 _____ employers
*If you have **not** been employed in the past year proceed to Section D on the next page.*

8. Have you been promoted in the past year?
 Yes → If *Yes*, was this promotion with an existing employer? Or
 No with a new employer?

9. Through the job(s) you've had in the past year have you:

Moved into a new field of work or changed occupation?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Acquired new skills or expertise?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
Taken on more responsibility at work?	Yes <input type="checkbox"/>	No <input type="checkbox"/>

10. Have any of your employers in the past year given you training other than the minimum required to do your job?

Yes No

11. Through your employment in the past year have you obtained any additional qualifications, training certificates or licences?

Yes No

12. Are you currently employed?

Yes
↓
If Yes, please answer Section C

No
↓
If No, please answer Section D

SECTION C

C1. How many hours a week do you usually work?
(Write in)

_____ Hours

C2. Is this job -

- permanent? (that is, you get holiday pay and sick pay) **OR**
- casual, seasonal, temporary? **OR**
- self-employed?

C3. On average, how much do you earn from your job each week before tax?

\$ _____

C4. What is the occupation title of your job?

C5. What are the main tasks you personally perform in this job?

C6. When did you begin working in your current job?

_____ month _____ year

C7. Do you think the other jobs you have had in the past year helped you get your current job?

- Yes
- No
- I've had no other job in the past year

SECTION D

D1. Are you now looking for employment?

- Yes *If Yes, proceed to D2*
- No

D2. Do you have a clear idea of the sort of job you would like to have?

- Yes *If Yes, proceed to D3*
- No

D3. Do you think your chances of obtaining *that* job (the one in D2) have improved in the last year?

- Yes
- No

*Thank you for completing this questionnaire.
Please return this form in the postage-paid envelope provided.*

Appendix C: Job seekers' access to Job Search Training, Intensive Assistance and Work for the Dole

Access to services and programmes by job seekers with different characteristics will clearly depend on their eligibility but also on their assessed capacity to benefit from the assistance provided. To ensure equity of access for job seekers with different characteristics, the proportion in assistance is compared to their proportion of the eligible population.

Job seekers with particular characteristics may be under-represented in some types of assistance but over-represented in others. Hence, it is important to look at all types of assistance in assessing equity of assistance. For example, while indigenous job seekers may be under-represented in some types of assistance, they will be assisted through other programmes that address their particular needs. Similarly, rather than being referred to Intensive Assistance, a person with a disability can be referred to FaCS programmes which are designed to better cater to their particular needs.

Table C.1, C2 and C3 show, for a range of job seeker characteristics, the proportion in the eligible population and the proportion in Job Search Training, Intensive Assistance and Work for the Dole respectively. This is shown for all income support recipient types and separately for those on the activity tested allowances Newstart and Youth Allowance (Other). Just over 28% of the eligible population, for example, were aged 15 to 20 years and they accounted for 17% of all Job Search Training commencements in the 12 months to the end of June 2000.

Table C1: Access to Job Search Training by job seeker characteristics year to end June 2002¹

Job seeker characteristics	All income support categories		Newstart/Youth Allowance (Other)	
	Eligibility for Job Search Training ² (%)	Commencement in Job Search Training ² (%)	Eligibility for Job Search Training ³ (%)	Commencement in Job Search Training ³ (%)
Age group (years)				
15 to 20	28.3	16.9	20.4	16.2
21 to 24	19.5	19.2	22.0	19.5
25 to 34	26.4	31.2	29.4	31.5
35 to 49	20.1	25.5	22.0	25.5
50 or more	5.7	7.2	6.2	7.3
Total	100.0	100.0	100.0	100.0
Duration on income support (months)				
0 to less than 6	56.4	65.1	58.2	65.1
6 to less than 12	24.8	22.8	23.1	22.8
12 to less than 24	13.4	8.6	13.1	8.6
24 to less than 36	3.1	2.3	3.1	2.3
36 or more	2.4	1.1	2.5	1.1
Total	100.0	100.0	100.0	100.0
Educational attainment				
Less than Year 10	7.6	1.9	7.5	1.9
Year 10 or 11	32.4	32.9	31.5	32.8
Year 12	28.1	26.6	26.4	26.4
Post secondary	31.9	38.5	34.6	38.8
Total	100.0	100.0	100.0	100.0
Gender				
Male	63.8	68.3	66.0	68.9
Female	36.2	31.7	34.0	31.1
Total	100.0	100.0	100.0	100.0
Equity groups⁴				
Disability	7.0	4.6	7.3	4.6
Indigenous	0.7	0.6	0.6	0.6
CALD ⁵	8.5	11.2	9.0	11.1
Sole parents	2.0	0.5	na	na

1. Commencement of job seekers in Job Search Training between 1 July 2001 and 30 June 2002.

2. Includes job seekers registered with Centrelink as unemployed and in receipt of the activity tested allowances Newstart and Youth Allowance (Other) or other types of income support payments not subject to activity test requirements at 30 June 2002.

3. Job seekers in receipt of Newstart and Youth Allowance (Other) at 30 June 2002.

4. Equity groups are not mutually exclusive.

5. People from Culturally and Linguistically Diverse backgrounds from other than main English Speaking countries.

na – not applicable

Source: DEWR administrative systems

Table C2: Access to Intensive Assistance by job seeker characteristics year to end June 2002¹

Job seeker characteristics	All income support categories		Newstart/Youth Allowance (Other)	
	Eligibility for Intensive Assistance ² (%)	Commencement in Intensive Assistance ² (%)	Eligibility for Intensive Assistance ³ (%)	Commencement in Intensive Assistance ³ (%)
Age group (years)				
15 to 20	13.5	13.2	11.4	12.8
21 to 24	11.7	12.0	12.1	11.9
25 to 34	23.7	23.7	24.3	24.7
35 to 49	31.4	32.6	32.1	32.6
50 or more	19.7	18.5	20.2	18.1
Total	100.0	100.0	100.0	100.0
Duration on income support (months)				
0 to less than 6	15.3	33.8	14.8	33.5
6 to less than 12	14.6	12.9	13.9	12.0
12 to less than 24	19.5	16.0	19.1	13.8
24 to less than 36	13.8	9.3	13.9	10.2
36 or more	36.9	28.0	38.3	30.6
Total	100.0	100.0	100.0	100.0
Educational attainment				
Less than Year 10	32.4	28.5	32.4	29.6
Year 10 or 11	40.3	41.0	39.9	41.8
Year 12	14.2	15.7	14.3	15.4
Post secondary	13.1	14.8	13.5	13.3
Total	100.0	100.0	100.0	100.0
Gender				
Male	68.2	69.7	70.0	71.6
Female	31.8	30.3	30.0	28.4
Total	100.0	100.0	100.0	100.0
Equity groups⁴				
Disability	19.4	13.4	19.7	13.8
Indigenous	9.2	7.9	8.8	7.5
CALD ⁵	17.9	18.8	18.1	19.9
Sole parents	2.4	1.6	na	na

1. Commencement of job seekers in Intensive Assistance between 1 July 2001 and 30 June 2002.

2. Includes job seekers registered with Centrelink as unemployed and in receipt of the activity tested allowances Newstart and Youth Allowance (Other) or other types of income support payments not subject to activity test requirements at 30 June 2002.

3. Job seekers in receipt of Newstart and Youth Allowance (Other) at 30 June 2002.

4. Equity groups are not mutually exclusive.

5. People from Culturally and Linguistically Diverse backgrounds from other than main English Speaking countries.

na – not applicable

Source: DEWR administrative systems.

Table C3: Access to Work for the Dole by job seeker characteristics year to end June 2002¹

Job seeker characteristics	Eligibility for Work for Dole ² (%)	Commencement in Work for the Dole (%)
Age group (years)		
15 to 20	16.2	21.7
21 to 24	16.1	35.5
25 to 34	24.9	38.2
35 to 49	27.8	3.3
50 or more	15.0	1.3
Total	100.0	100.0
Duration on income support (months)		
0 to less than 6	28.7	9.7
6 to less than 12	18.2	16.0
12 to less than 24	18.7	28.2
24 to less than 36	9.3	12.5
36 or more	25.1	33.6
Total	100.0	100.0
Educational attainment		
Less than Year 10	23.3	17.3
Year 10 or 11	36.2	39.3
Year 12	19.8	27.4
Post secondary	20.7	16.0
Total	100.0	100.0
Gender		
Male	67.1	72.7
Female	32.9	27.3
Total	100.0	100.0
Equity groups³		
Disability	18.8	4.2
Indigenous	6.6	8.2
CALD ⁴	15.3	12.1
Sole parents	na	na

1. Commencement of job seekers in Work for the Dole between 1 July 2001 and 30 June 2002.

2. Job seekers receiving Newstart and Youth Allowance (Other) as at 30 June 2002.

3. Equity groups are not mutually exclusive.

4. People from Culturally and Linguistically Diverse backgrounds from other than main English Speaking countries

na – not applicable.

Source: DEWR administrative systems.

Appendix D: Australian Standard Classification of Occupation

Occupation classification	Skill level	General description of skill levels
1. Managers and administrators	1	Bachelor degree or equivalent and /or at least 5 years experience
2. Professionals	1	Bachelor degree or equivalent and /or at least 5 years experience
3. Associate professionals	2	Diploma or advanced diploma and/or at least 3 years experience
4. Tradespeople and related workers	3	AQF Certificate Level III or IV and/or 3 years relevant experience
5. Advanced clerical and service workers	3	AQF Certificate Level III or IV and/or 3 years relevant experience
6. Intermediate clerical, sales and service workers	4	AQF Certificate Level II and/or 1 years relevant experience
7. Intermediate production and transport workers	4	AQF Certificate Level II and/or 1 year's relevant experience.
8. Elementary clerical, sales and service workers	5	Completion of compulsory secondary schooling or and AQF Certificate Level I qualification
9. Labourers and related workers	5	Completion of compulsory secondary schooling or a AQF Certificate Level I qualification

Source: ABS "Australian Standard Classification of Occupations" Second Edition 1997.

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LIST OF ACRONYMS

ABS	Australian Bureau of Statistics
ASCO	Australian Standard Classification of Occupations
CES	Commonwealth Employment Service
DEWR	Department of Employment and Workplace Relations
FaCS	Department of Family and Community Services
IES	Integrated Employment System
NILF	Not in the Labour Force
PPM	Post Programme Monitoring