

The many pathways of the Community Development Programme

**SUMMARY REPORT OF COMMUNITY VOICES AND
STAKEHOLDER PERSPECTIVES FROM EIGHT COMMUNITIES**

The many pathways of the Community Development Programme – Summary report of community voices and stakeholder perspectives from eight communities

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ISBN 978-1-925363-66-1 The Many Pathways of the Community Development Programme – Summary Report of Community Voices and Stakeholder Perspectives from Eight Communities (PDF)

ISBN 978-1-925363-67-8 The Many Pathways of the Community Development Programme – Summary Report of Community Voices and Stakeholder Perspectives from Eight Communities (DOCX)

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Acknowledgments

We would like to thank the job seekers, Community Development Programme (CDP) Providers and CDP coordinators and supervisors who graciously welcomed us into their world, so we could observe and learn. We would also like to thank the members of the local backbone committees, local research teams and the eight communities who took part in the research, without whose input the research would not have not been possible and would not have had the authenticity of their voices. A number of Aboriginal and/or Torres Strait Islander people worked hard in their communities to make this research and report happen. We would like to thank the local researchers for their insight and wisdom and for keeping the integrity of the voices in our research findings.

Winangali/Ipsos consortium acknowledges the Traditional Owners of the water, land and sea. Aboriginal and/or Torres Strait Islander peoples and/or communities that contributed to this research shared with us accumulated knowledge which encompasses spiritual relationships, relationships between people, relationships with the natural environment and the sustainable use of natural resources. This knowledge is reflected in language, narratives, social organisation, values, beliefs and cultural laws and customs. We respect that this knowledge is not static like the written word but responds to change through absorbing new information and adapting to its implications. Therefore, we wish to acknowledge Indigenous communities as joint custodians of their research findings.

Contributors

Winangali/Ipsos consortium would like to thank all staff who contributed to the production of this report: Sharon Barnes, Michael Barnes, Sandra Bienayme, Kylie Brosnan, Deon Davis, Erika Getz, Bonnie Lowes, Noel Niddrie and Andrew Ross. Local team leaders who contributed to this report are Lawurra (Elaine) Maypilama, Vanessa Davis, Deon Davis, Sandra Hooper, Elizah Wasaga and lastly, Desleigh Dunnett from Kookaburra Consulting.

Thank you to Andrew Hawkins from ARTD Consultants, who contributed to the thought leadership by bringing a realist lens to the evaluation.

Contacts

Noel Niddrie

E. noel@winangali.com.au

Kylie Brosnan

E. kylie.brosnan@ipsos.com

Sharon Barnes

E. sharon.barnes@ipsos.com

Michael Barnes

E. michael.barnes@ipsos.com



About this report

This is an aggregate report of the findings from research conducted in eight remote communities by local Aboriginal and Torres Strait Islander researchers. Analysis of individual communities has been completed, and each community has received feedback as much as a year after the initial fieldwork to confirm the interpretation of findings and to see if anything has changed. Verbatim comments in this report have written consent to be used anonymously. The anonymity of those community residents who chose to speak to us is protected. This is particularly important for remote Aboriginal and/or Torres Strait Islander communities, as individuals are sometimes easily identifiable in such small populations.

This report describes the research findings at a level of abstraction broad enough to inform policy change across CDP but specific enough that learnings can be applied at a practice level by other CDP Providers where other contexts may be similar to those in this report.

As part of our commitment to the communities that participated in the fieldwork, they each have their own specific finding reports to inform future community planning for CDP.

This evaluation is not a prevalence study. The findings are mostly qualitative, which means they are complex, contextual, sometimes consistent and sometimes contradictory. Job seekers and community members want their diversity understood. There is no simplistic 'Aboriginal and Torres Strait Islander voice' nor is there one 'Community' voice. This report contains many strong voices and diverse views that together make up a story about the Community Development Programme. The authors caution using a single finding in isolation without consideration of the broader context of remote Aboriginal and Torres Strait Islander communities.

This report contains a number of quotations from CDP Providers (80) to job seekers and community members (48) and Stakeholders (6). All voices were important but not all quotes could be included in the report. The voices of beneficiaries of the CDP program have been appropriately considered and synthesised despite the disproportionate number of quotations presented in this report.

Some parts of this report may cause sadness or distress for readers. Support is available by phoning Lifeline on 13 11 14 or visiting www.lifeline.org.au

Part 1 of this report starts with an overview of the CDP in Chapter 1 and an explanation of the evaluation in Chapter 2.

Part 2 of the report shows the findings from job seeker survey data and administration data in Chapters 3, 4, 5, 6 and 7.

Part 3 of the report covers the findings of the community survey, CDP Providers survey and stakeholder interviews in Chapters 8 and 9.

Part 4 of the report identifies, in Chapter 10, areas of the CDP that could be improved and analyses the findings in Chapter 11 using a realist lens.

The appendices hold additional information to support the report.



Contents

Executive summary	8
PART 1 – SETTING THE SCENE	15
1. What is CDP?	16
2. What is this study about?	17
PART 2 – UNDERSTANDING JOB SEEKERS	23
3. Different groups of job seekers	24
4. Depth of engagement	33
5. Employability and job readiness	42
6. What activities work	45
7. CDP impacts on job seekers	47
PART 3 – COMMUNITY AND STAKEHOLDER FINDINGS	53
8. Extent to which people think CDP works	54
9. Impact of the CDP on community	81
PART 4 – DISCUSSION	104
10. Discussion	105
11. A realist discussion	112
Appendix A: The Community Development Programme	116
Appendix B: Methodology, including rationale	121
Appendix C: Survey for community members	138
Appendix D: Survey for CDP Providers	161
Appendix E: Survey for community stakeholders	172
Appendix F: Administration data	173
Appendix G: Driver analysis	175
Appendix H: Segmentation process	188
Appendix I: JSCI overview and factors	193
Appendix J: Detailed tables/charts/data	202



List of figures

Figure 1 Welfare to work, making a better place to live.....	16
Figure 2 Group A – Seeking social engagement: motivated by interests (27%)	27
Figure 3 Group B – Benefiting from community inclusion: motivated by inclusion (8%).....	28
Figure 4 Group C – Supporting family: motivated by involvement (32%)	29
Figure 5 Group D – Strengthening skills and labour market ties: motivated by independence (33%)..	30
Figure 6 Gender by job seeker segment	31
Figure 7 Job seekers who have been penalised by job seeker segment	34
Figure 8 The reported impact of CDP on community by job seeker segment	40
Figure 9 Impact on job seeker pathways.....	50
Figure 10 CDP Provider views on attendance drivers	60
Figure 11 Reasons for receiving a financial penalty	61
Figure 12 Drawing of CDP activity experience	66
Figure 13 Definition of a good quality activity	68
Figure 14 My CDP Story.....	82
Figure 15 Impact of the CDP on the community since CDP started until fieldwork was undertaken....	83
Figure 16 Reasons the community is better after the CDP	84
Figure 17 Reasons the community is worse after the CDP	85
Figure 18 Overall comments about the CDP	86
Figure 19 Feedback on the CDP	87
Figure 20 Change in CDP attendance.....	88
Figure 21 Change in the number of people working in real jobs	89
Figure 22 Change in the number of people being penalised or cut off	90
Figure App 1 Welfare to work, making a better place to live	116
Figure App 2 CDP Logic diagram	120
Figure App 3 Job seeker attributes that drive job placement	178
Figure App 4 Job seeker attributes relationships that drive job placement	180
Figure App 5 Job seeker attributes that drive the number of job placements	182
Figure App 6 Job seeker attributes relationships that drive the number of job placements	183
Figure App 7 Job seeker attributes that drive the number of penalties	185
Figure App 8 Job seeker attributes relationships that drive the number of penalties	186
Figure App 9 Current stage of the CDP journey.....	202
Figure App 10 Feelings along the CDP journey	203
Figure App 11 Definition of working.....	204
Figure App 12 Definition a real job	206



List of tables

Table 1 Job seeker segmentation variables	25
Table 2 Outcomes by job seeker segment	36
Table 3 Attitudes to work by job seeker segment	37
Table 4 Work Factors by job seeker segment	38
Table 5 Views on what is a good job by job seeker segment	38
Table 6 CDP Story by job seeker segment	40
Table 7 Why CDP is better, worse or the same, by job seeker segment	41
Table 8 Average JSCI scores by job seeker segment	42
Table 9 What is a good activity by job seeker segment	45
Table 10 Enabling change for adults	101
Table 11 Enabling change for young people	102
Table 12 Enabling change for children	103
Table App 1 CDP Sample profile community members (self-reported status)	124
Table App 2 Sample profile of stakeholders	125
Table App 3 Sample profile CDP Providers online survey respondents	125
Table App 4 CDP Sample profile community members (who were able to be linked by CRN to JSCI administration data)	126
Table App 5 Summary table of key stakeholders	131
Table App 6 Summary table of sample bias in survey respondents by age	132
Table App 7 Summary table of sample bias in survey respondents, by employment status	133
Table App 8 Summary table of sample bias in survey respondents, by penalty status	134
Table App 9 Summary table of non-response bias of job seekers, by job placements	136
Table App 10 Factors that make it difficult for job seekers to find and maintain employment	176
Table App 11 Model fit for job placement	179
Table App 12 Model fit for number of job placements	184
Table App 13 Model fit for penalty count	186
Table App 14 Model fit for days attended	187
Table App 15 Grouping of attitudes to work by work factors	190
Table App 16 Final key input variables	191
Table App 17 Cluster migration tables	192

Shortened forms

CDEP	Community Development and Employment Projects
CDP	Community Development Programme
CRN	Customer Reference Number (with Centrelink)
DHS	Department of Human Services
FASD	Fetal Alcohol Spectrum Disorder
JSCI	Job Seeker Classification Instrument
LLN	Language, Literacy and Numeracy
RJCP	Remote Jobs and Community Programme
WfD	Work for the Dole



Executive summary

The Winangali/Ipsos consortium was commissioned by the Department of the Prime Minister and Cabinet (PMC) to conduct case studies in eight communities to inform the evaluation of the Community Development Programme (CDP).

The CDP is a remote employment and community development service delivered by service providers. The CDP has two parts: helping people find work and allowing people to contribute to their communities to gain skills while looking for work. The CDP started on 1 July 2015, replacing the Remote Jobs and Community Programme (RJCP) which was preceded by the Community Development and Employment Projects programme (CDEP) and several other services previously delivered in remote Australia.

The programme

The CDP is a complex policy using different levers and supports designed to meet short- and long-term objectives. The short-term objective is to have all working age (18–49 years) job seekers in employment or participating in activities that get them job ready and make their communities better places to live. To achieve this, job seekers are engaged in a routine of Work for the Dole (WfD) activities for 25 hours per week for 44 weeks per year or up to an individual's assessed full capacity to work. The long-term objective is to have sustainable transitions to work with more job seekers placed in stable employment. To improve local employment opportunities, employers are supported through, for example, the Employer Incentive and Indigenous Enterprise Development programmes.

The evaluation

This study aims to increase understanding the effectiveness of the CDP, with a focus on job seeker participation, engagement and job readiness; the quality of activities; short-term outcomes; and what needs to change to achieve long-term outcomes. The study draws on the views of community members, job seekers, stakeholders and service providers to consider three key questions:

- Does the programme work as expected?
- In what circumstances is change occurring and why?
- What is influencing success and how can implementation be improved?

The sample and method

This report presents community views on the CDP by synthesising research undertaken in eight remote communities across Australia. The study included 115 qualitative discussions with stakeholders, 936 surveys with community members (approximately 14% of the working age population in the communities sampled) and 24 online surveys with CDP providers in remote communities in Australia. The responses from the 936 community members are analysed in Part 3 of this report.

Of the 936 community members, 551 had a Customer Reference Number (CRN)¹ with Centrelink and were willing and able to provide it for the purpose of data linkage; of these, 7 CRNs were either inaccurate or unusable and 544 CRNs matched accurately with Centrelink data.

Of the 544 matching CRNs, 368 were registered with an employment service provider during the study and were therefore linked to administration data sets. Data from these 368 job seekers (approximately 19% of CDP caseload in the communities surveyed) was used for the analysis of job seekers in Part 2 of this report.

¹ <https://www.humanservices.gov.au/individuals/online-help/centrelink/register-centrelink-online-account>



The sample for each community was designed to be representative of the profile of the population and the CDP caseload in the selected communities. Information about those who did not participate (i.e. away from community, in ceremony/sorry business/refused/sick, etc.) was not recorded.

Of those who participated in the survey, people were asked permission to link their survey data and administrative data (via their Customer Reference Number, CRN). Non-response analysis using survey data between those surveyed who did and did not provide a CRN shows minimal bias. Where bias does exist, it is to be expected (i.e. those who did not provide a CRN are more likely to be working or older and no longer in the workforce). Non-response analysis using administration data between job seekers in the eight communities who were surveyed with those who were not indicated that there were minimal biases.

Because the CDP system is complex and intersects with a range of other justice, health and economic systems in each community, it is difficult to attribute impact evidence from government or other monitoring data directly to CDP, even if this data were available at community level. This is also not in scope for this evaluation. This study therefore is a summary of what job seekers, community members, and stakeholders have said about the CDP and how it has impacted on their lives. Respondents' views are subjective; how they link outcomes for their community and individuals with the CDP cannot be used to suggest causality.

Policy changes over time mean that identifying the impact of the CDP can be difficult. This includes the impact of financial penalties, which existed under both the RJCP (introduced in July 2013) and the CDP (introduced in July 2015).

Aggregate findings from the eight selected communities are not representative of all the communities across the 60 CDP regions in Australia. Therefore, caution should be used in extrapolating these findings from eight very specific regional contexts.

Diversity of job seekers

The study has highlighted that remote job seekers have diverse views, strengths, support needs and potential outcomes.

That said, a *k*-means cluster analysis of the 368 survey CDP participants (and their administration data) in the eight selected communities identified four overarching groups of job seekers (summarised in the four figures below). Within each group there is certainly more diversity; however, four groups appeared to have good commonalities in job seeker characteristics. The analysis was based on their attitudes to work (derived from the survey), Job Seeker Classification Instrument (JSCI) data which identifies their barriers to employment and CDP unpublished administration data on their job placement and penalty outcomes. The four different job seeker groups are found across all the communities studied, which each location adding to the complexity and diversity by their different community contexts.

The study suggests a one-size-fits-all programme may not work. CDP providers need to provide different services to a range of job seekers, with these services being designed with an appreciation of the context of the place in which they are delivered; however, in practice this is difficult and does not always happen. This segmentation of job seekers provides supporting evidence that CDP Providers need to tailor their activities to at least four broad groups with different abilities, needs and motivations. The programme design, intent, funding model and outcomes focus should incorporate an appreciation of the diversity of job seekers.

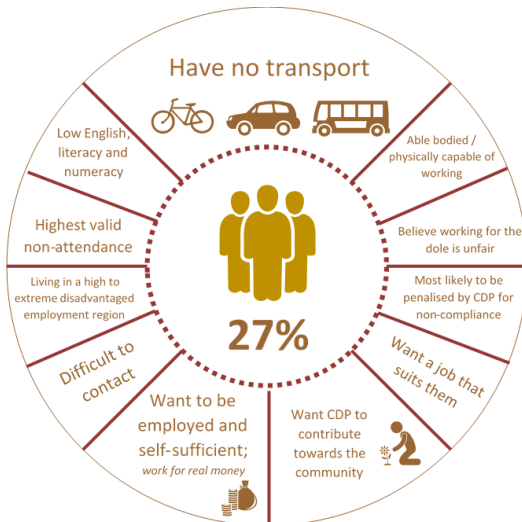
The job seekers in the four groups demonstrate different attitudes to work, motivational factors to attend CDP, characteristics and behaviours. The four groups are not mutually exclusive. All job seekers may be motivated by a particular factor or share some characteristics and behaviours; however, the groups are described by the strongest motivational traits identified by their survey responses and the patterns identified in the administration data.

Members of Group A (top left) seek social engagement from the CDP and are motivated by activities that are of interest to them and they think will benefit their community. People in Group B (top right) benefit from community inclusion by participating in CDP and are seeking social inclusion. Those in Group C (bottom left) attend CDP to support their family, and they are motivated when they are involved in community development activities that improve livelihoods. People in Group D (bottom right) attend CDP to increase their skills and labour market ties; they are motivated to become independent of welfare.



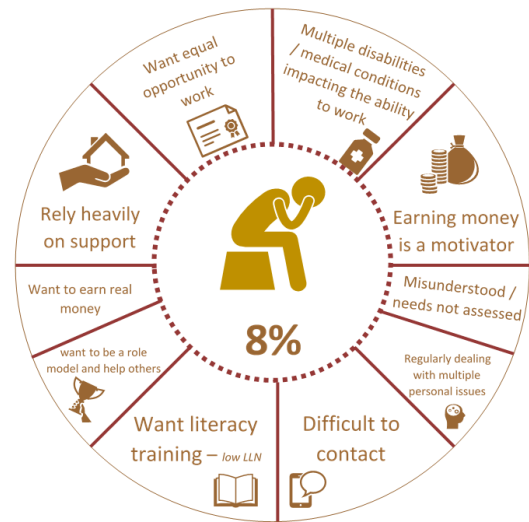
Group A: Seeking social engagement

Main motivational factor: Interests



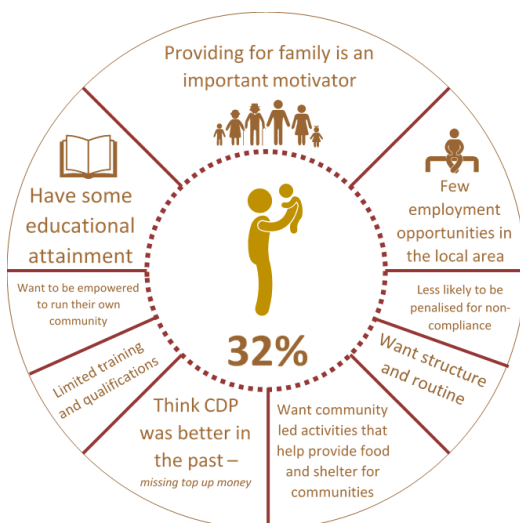
Group B: Benefiting from community inclusion

Main motivational factor: Inclusion



Group C: Supporting family

Main motivational factor: Involvement



Group D: Strengthening skills and labour market ties

Main motivational factor: Independence



The findings

A real job is fundamental to wellbeing for all people. In general, community members surveyed perceived a 'real job' as work that is meaningful for an individual and their community and for which people feel respected, appreciated or appropriately remunerated. Community members surveyed reported that to get all adults in work or training, change needs to come from governments (61%), the community (59%), CDP Providers (54%) and job seekers (46%). The biggest things they think need to change are more training (63%) and more jobs (58%).

The job seekers and remote community members who were surveyed value a programme like CDP to help them on a pathway to finding a real job. When community members were asked if the community was better, the same or worse since CDP started, a fifth of respondents (21%) said the community was better off, and a third (32%) said it was the same. Another third (36%) said the community was worse, while 10% preferred not to say.

Of the survey respondents who said that the community was better after the implementation of the CDP, 20% felt that there was more attendance and people working, 18% that there were interesting and different activities and 15% that CDP was leading to real jobs.

There were some consistent themes across all communities for when CDP was working, for example:

- Increasing attendance and engagement in CDP occurs when the activities are designed for individuals through good assessment processes and the creation of an individualised job plan that links to small incremental and achievable goals. In addition, engagement can be improved through close case management of clients with follow up and outreach to client homes.
- Some CDP Providers felt that they had flexibility to adapt activities with "*less red tape*" as their contract managers were willing to try new or different activities.
- Some CDP Providers had success when collaboration, partnerships and a placed-based approach to economic and business development were able to be implemented. Implementing these approaches empowered the local community to make decisions and be engaged in designing and developing activities.
- Some employers felt greater job satisfaction when they employed local people and could engage better with the community.

Of the survey respondents who said that the community was worse after the implementation of the CDP, 39% stated there were no good activities, 17% said there were none or not enough jobs and 12% felt that it was contributing to mental health issues or stress.

Some community member respondents feel that the CDP is not working as expected, or not to the extent they would like it to, in their communities all the time. Themes about what was not working were consistent across all communities:

- Surveyed community members considered that penalising job seekers for non-compliance with mutual obligation requirements would not lead to increased engagement in the programme:
 - A number of competing mechanisms – such as cultural obligations, social norms, self-identity, share economies, disadvantage and shame – were suggested to have more impact on individuals' decision-making about attendance than the use of penalties.
 - But even if there were no competing mechanisms or motivations, there was no evidence from the research in this evaluation to suggest that penalties are an effective way to generate engagement in WfD activities or to stimulate people into developing their job readiness or employability. In fact, this research found that for some job seekers, penalisation has the opposite effect: it demotivates and disempowers them so they may attend but do not engage in the activities or they view CDP as "*sit down for sit down money*".
 - Other mechanisms – such as social influences, social norms, role models, non-



judgemental individualised case management, interesting activities that suit individuals, opportunities for on-the-job training, optimism for a real job and community-endorsed activities – were suggested as being more effective in motivating the deeper engagement with CDP required to improve job readiness and employability.

- Analysis of administration and survey data for a sample of job seekers suggests that job seekers who have greater barriers to work are more likely to be penalised, for example:
 - The job seekers who were most penalised in the eight communities surveyed were those with high transport disadvantage and low levels of English literacy, those who live in high disadvantaged employment regions and those who are the most difficult to contact. Poor mental or physical health, disabilities or other personal problems (as reported in the JSCI) were also associated with the likelihood of being penalised. Qualitative data from community members, community stakeholders and CDP Providers supported these findings. Qualitative data from this study suggests that high barriers to work are associated with high non-attendance leading to increased penalties. This was felt to be because many job seekers have little understanding of the compliance system and have difficulty communicating with Centrelink or the CDP Provider when they do have a valid reason for not attending or they do not give prior notice when they cannot attend. Some stakeholders felt that some participants had undetected health barriers due to lack of adequate assessments in remote communities.
 - There was a lot of frustration by job seekers with navigating the Centrelink and CDP systems when financial penalties are applied for non-attendance. Both the community member survey results and community stakeholder interviews reflected the view that this was contributing to increased stress, anxiety and mental health problems for job seekers.
- The research found that when activities were not suitable for job seekers it did not appear to improve motivation to attend or increase engagement in the programme. Often the CDP activities are limited in the diversity needed to motivate all the different groups of job seekers (described above) to attend, for example:
 - Job seekers want to attend activities that build belonging and social inclusion through appropriate social and cultural structures. If these appropriate structures (e.g. clan group, gender, age) were not present, they did not feel safe attending CDP.
 - Job-ready job seekers want to attend if there is a genuine exchange of their time to learn new skills in a work environment to improve their chances of getting a job.
 - Some job seekers attend when they can contribute to making their community a better place to live.
 - Other job seekers attend if an activity interests them or it aligns with their self-image.
 - CDP Providers felt they were not able to provide a diverse range of activities due to: funding not being viable for many activities with only a few job seekers in each activity; the tightly regulated operating environment (including land tenure, multiple jurisdictions, permits and regulations) in discrete communities; and employers being deterred by the administration burden of hosted placements.
- Some community members feel disempowered because there are fewer community-led activities that make the community a better place to live, for example:
 - Community member respondents said they aspired to running and operating their own



communities. Some community member respondents felt that the CDP should be the vehicle to develop community enterprises and strengthen their people's employability and to achieve self-determination. The CDP was said to have "*lost its way*", meaning that the intent of the programme had shifted from community development to participation (being the welfare mutual obligation requirements of WfD).

- CDP Providers felt that there is too much focus on compliance, which uses up their resources and leaves fewer resources for community engagement needed to drive community-led activities.
- Analysis of the administration data and survey data found that those job seekers with some work experience are more likely to achieve employment placements. These job seekers tend to cycle on and off CDP between employment placements, for example:
 - Survey responses from the remote CDP job seekers with some work experience suggest that, due to the nature of the labour market, the type of employment available to them was most often part-time, contract or seasonal work, with few long-term placements or permanent employment opportunities. These job seekers want on-the-job training with certification or qualifications.
 - Qualitative data from this study suggested that there was no permanency in "*stop/start*" jobs and that the same individuals got all the opportunities so they had "*big CVs*" while others had "*little CVs*".

There are some significant challenges in delivering CDP in remote conditions to a diverse group of job seekers, some of whom have high support needs. To be effective in these areas, the evaluation findings suggest CDP must have elements of human-centred service design (to tailor to individual needs), community development best practice principles (to develop intermediate labour markets) and social innovation (to maximise successful attendance and engagement outcomes).

The community member respondents felt that the CDP has become just an employment service; they miss the previous programmes which were more focused on community development and where they could make a group effort to make their community a better place to live or activities would help feed their families with fresh healthy food. The legacy of policy change in remote Indigenous communities in recent history – particularly the discourse since CDEP ended, super shires commenced, the NTER intervention and RJCP started then stopped – has left a feeling of ongoing local disempowerment. The compliance framework was seen by survey respondents as a punitive measure being applied to hold back the advancement of Aboriginal and Torres Strait Islander peoples. The compliance framework is perceived as coming from a mainstream paradigm that focuses on the individual. Respondents felt that individualist approach misses the motivations job seekers in remote communities have of focusing on the collective.

Whilst 21% of community member respondents felt the community was better off, the evaluation found that job seekers in remote communities do not feel they benefit from this adaption of the previous community development approaches to the centrally controlled employment service under CDP. The increase in applying financial penalties has appeared to compromise the potential motivational benefits of a community development approach with decentralisation and local decision-making that empowers communities to make their lives and communities better in disadvantaged employment regions and weak labour markets.

Authors' suggestions for strengthening the CDP

The findings of this study suggest that the following could improve the outcomes of the CDP:

1. Design training to be on-the-job, to help job seekers to gain real skills and qualifications. Training should be linked with hosted placement and work experience to provide opportunities for long term on-the-job training and accreditation (contributing towards apprenticeships in particular). Invest in the development of training to meet the needs of remote job seekers, or test (and validate) adapted training to ensure it is effective for remote job seekers
2. Set up more hosted placements through community development initiatives that make CDP feel like



a real job. The hosted placement should have the same positive feelings as working or being employed, including full-time hours if suitable for the employer and financial incentives for the job seeker when they work more than 25 hours per week. Hosted placements should be a pathway to real jobs in the community. Consider reducing the administrative burden and perceived risk for employers by introducing more flexibility in the hosted placement model (e.g. labour hire contracts or guaranteed labour pool or shared family jobs).

3. Work towards a strengths-based model that rewards engagement, effort and achievement of individual job seeker goals. Treat job seekers with respect and dignity and build their resilience so they have the motivation to participate in the CDP and the confidence to improve their job readiness.
4. Decrease the application of financial penalties to job seekers with the greatest barriers to employment, as they also have the greatest barriers to participation in CDP. Decrease the administration burden of compliance on the job seeker, employers, Centrelink service centres and CDP Providers.
5. Improve the customer servicing response times, empathy and cultural competence of Centrelink staff who work with disadvantaged remote job seekers. Improve the ability for inter-agency data management to minimise the burden on both staff and job seekers. Aim for human-centred improvements to administration systems.
6. Empower communities to participate in the economic decisions made in their communities through community development. Strengthening the capacity for more local jobs to run the community would assist in creating a local labour demand. Involving local community in the decision-making process for government contracts would help communities have more say in how contractors work with the local community. Changing the way government procures external contractors could facilitate and encourage real apprenticeships and full-time job contracts for local job seekers (i.e. measure outcomes not only on the quantity of workers, but also on the quality of the outcome for a worker). Improve the funding security of government contracts so that employers can commit to more permanent positions and development of local staff.



PART 1 – SETTING THE SCENE



1. What is CDP?

The Community Development Programme (CDP) is delivered in 60 regions and more than 1000 communities across Australia. These regions, dispersed over approximately 75% of Australia's land mass, are typically characterised by weak labour markets which can make it difficult to find work or gain work experience and skills. The CDP aims to support job seekers to build skills, address barriers and contribute to their communities through a range of flexible activities. It is an essential part of the Australian Government's agenda for increasing employment and breaking the cycle of welfare dependency in remote Australia.

Appendix A outlines the programme theory, context, history and what's new about the CDP as a result of reform changes implemented in July 2015.

This evaluative research has been designed with the goal of contributing to the programme theory. It seeks to understand the behaviour of the job seeker and how the CDP can enable or inhibit their readiness for employment or employability. This evaluation has taken a simplistic view of the stages of transition for a job seeker, using four progressions: assessment and planning, engaging in the Work for the Dole (WfD) activities, learning on the job (working on projects or hosted placements in intermediate labour markets) and employment. The CDP is expected to support and resource a job seeker to transition along this pathway from welfare to work and contribute to making their community a better place to live.

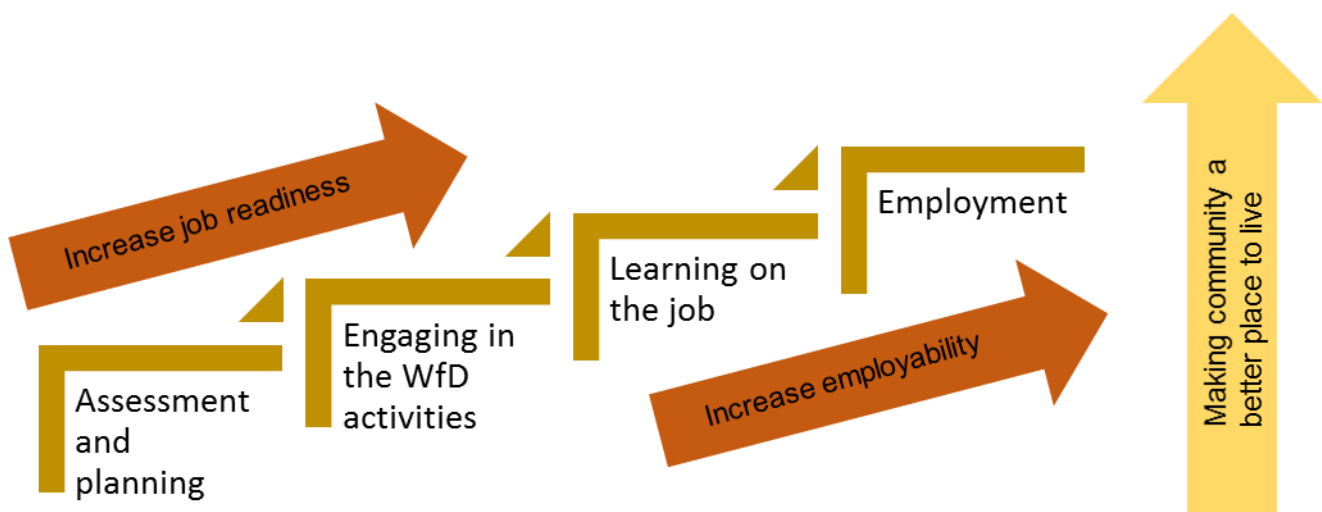


Figure 1 Welfare to work, making a better place to live

This evaluation identifies change agents that are necessary for different groups of job seekers and the impact where these are absent or weak in CDP. The results of this evaluation will be used to identify if the interventions and social levers used by CDP Providers work or not.

2. What is this study about?

This evaluation summarises findings from eight remote communities. It describes the findings at a level of abstraction that is broad enough to enact policy change across CDP but specific enough that learnings can be applied at a practice level by other CDP Providers where similar contexts may exist. This chapter of the report provides an overview of the focus and methodology used for this evaluation. For more detail, see Appendix B.

2.1 Broad evaluation goals

The overall evaluation of the CDP will be made up of a number of components, including the component of the community case studies covered in this report. The broad goals of the evaluation are to:

- assess if the CDP is effective in achieving its key objectives of increasing participation and improving job opportunities, sustainable work transitions and employability in remote communities
- identify broader social impacts of the CDP on community and/or individual functioning and wellbeing, including signs of progress, incremental benefits and unexpected consequences for job seekers, providers and communities
- understand and explain the circumstances and processes that contribute towards these impacts.

2.2 Community case studies

The community case studies aim to assist learning about and adaption of the CDP by undertaking research with remote community members, stakeholders and CDP Providers. This report asks three evaluation questions.

1. **Does the programme work as expected?** The CDP is expected to transition job seekers from welfare to work and make the community a better place to live. (See findings in Chapter 3, 4, 5 and 6 for job seeker views and Chapter 8 for community and stakeholder views.)
2. **In what circumstances is change occurring and why?** The 2015 reforms were implemented to improve the intended objectives of the CDP. (See findings in Chapter 7 for job seeker views and Chapter 9 for community and stakeholder views.)
3. **What is influencing success and how can implementation be improved?** (See discussion in Chapter 10 and 11.)

2.3 Methodology

Eight remote sites across Australia were selected based on the community profiles (population, remoteness, access to labour markets) and CDP profiles (performance and provider) to obtain a diverse range of sites in the sample. A backbone organisation or committee was formed in each community to support and guide the research. Local researchers were employed to undertake the survey development and data collection. Winangali/Ipsos researchers supported, mentored and trained local researchers to undertake the research. Attempts were made to interview all or as many stakeholders as possible. Non-response analysis was undertaken to examine whether if there were any systematic biases appearing for the sample of community members and job seekers. Appendix A



non-response analysis indicates there does not appear to be any systematic bias introduced when survey respondents were not willing or able to provide their Centrelink Reference number for data linking. Conclusions about any systematic bias between those jobseekers surveyed and the full caseload is, however, limited due to incomplete administration data sets.

There were several methods of data collection: in-depth interviews with stakeholders, surveys (including qualitative and quantitative questions for community members) and an online survey for CDP Providers across Australia. In addition, a participatory research approach has been taken to develop the survey materials with local researchers and a backbone organisation or committee supporting the research.

The final survey for community members can be found in Appendix C. The online survey for CDP Providers can be found in Appendix D. The final survey for community stakeholders can be found in Appendix E.

The qualitative and quantitative research used a convenience method of sampling that is not probability-based selection. To achieve a general cross-section of community members, each community's and outstation's age/gender/language and location (camp) quotas were monitored against population figures from Australian Bureau of Statistics (ABS) census information, local knowledge about the current number of people living in each location and local knowledge about each language group.

The local researchers used different sampling methods. For example, some used a map of the houses in each community as a guide to ensuring that members of each household were approached and given the opportunity to participate. People could be approached and interviewed in any location in the community – not necessarily at their home, but using local knowledge to ensure that proportions of each sub-cohort were included. The backbone organisation or committee identified the stakeholders in each community. Attempts were made to interview all or as many stakeholders as possible.

The results of the community survey were discussed with community members and stakeholders during feedback sessions that occurred between November 2017 and January 2018. Community members were asked for their reflections on the findings and if they resonated with them and whether things had changed since the survey. Further details on the methodology can be found in Appendix B.

The segmentation analysis used a clustering approach (*k*-means) which employs a distance based algorithm to find which respondents are closest to each other based on a range of attitudes and behaviours, and hence identify key homogenous groups which have distinguishing characteristics. A realist approach is looking for clusters of context and circumstances, mechanisms for driving outcomes as well as distinct patterns of behaviour.

K-means is one of a range of clustering or observation grouping methods, which was investigated. This was applied due to the variables being of continuous form and ease. Whilst K-means clustering depends on initial seeds from random numbers generated, the SAS procedure used includes a mechanism to fix the seed so that the algorithm does not change when it is run multiple times. Maximum clusters considered ranged from 2 to 9.

Other methods explored included SPSS two step clustering algorithm and latent class segmentation, to compare solutions and draw on criteria which suggests the preferred number of clusters which exist in the data. These methods confirmed that a preferred solution of between 2 and 4 clusters exists depending on the algorithm applied. However, the solution from the K-means approach allowed for a further splitting of a large segment which did not occur in the two-step algorithm.

Unfortunately, there was a limitation of splitting the data into smaller discrete sets to rerun the segmentation as the total sample was not large enough to maintain robust segment sizes.

Multiple iterations of the variables and factors included in the clustering took place, to arrive at a set



of predictor variables. This included inclusion and exclusion of work factors, CDP program variables, varying combinations of JSCI variables and job placement variables.

Further support for the preferred solution considered the migration and breaking apart of clusters, the meaningfulness and size of the groups, the stability of the solution and the alignment with other qualitative research.

The segmentation analysis in this report did not find a statistical difference in the eleven work attitudes factors. Group separation, however, was identified based on some of the JSCI sub-components as well as the penalty and placement data. Further detail can be found in Appendix H.

2.4 Sample profile

The sample discussed in Part 3 of this report includes 936 community members from eight communities, 91 qualitative discussions with stakeholders, 24 staff at CDP Providers in the eight communities or their regions and 24 online surveys with CDP Providers across Australia.

In Part 2 of this report the sample focuses on 368 job seekers with survey data linked to administration data (consented and able to provide a valid Customer Reference Number [CRN] from Centrelink, which matched to the employment services data) as a subset from the total 936 community members interviewed. Information about those who did not participate (i.e. away from community, in ceremony/sorry business/refused/sick, etc.) was not recorded. Local researchers reported that most people approached agreed to participate if they could do so, and no noticeable biases in non-response were observed. Non-response analysis using survey data between those surveyed who did and did not provide a CRN shows minimal bias. Where bias does exist, it is to be expected (i.e. those who did not provide a CRN are more likely to be working or older and not in the workforce). Non-response analysis using administration data between job seekers in the eight communities who were surveyed with those who were not indicated that there were minimal biases. Further detail on the sample and non-response analysis can be found in Appendix B.

2.5 Administration data

This report draws on data from the Employment Services System and Income Security Integrated System. More details about the extraction of administration data can be found in Appendix F.

2.6 Ethics approval

Bellberry Limited approved a national application (ID: 2016-05-431) covering all eight communities. Specific ethics approval for geographic regions was also gained from the Central Australian Human Research Ethics Committee (HREC 16-418), Menzies School of Health Research (HREC 2016-2650) and Western Australian Research Ethics Committee (HREC 676).

2.7 Limitations

This research includes qualitative discussions and surveys, so it describes subjective perceptual data. That is, where behaviours are discussed in this report, they are stated behaviours by the storyteller. Where possible, administration data about the job seekers contexts has been used to help understand those attributes that influence outcomes. This data also has limitations in terms of availability.

The story technique provides rich insights that explore key themes in these eight communities, but these themes are not to be taken as representative of all the remote communities where CDP is administered. Therefore, caution should be used in extrapolating these findings from eight very specific regional contexts.



2.7.1 The survey

The sample for each community was designed to be representative of the profile of the population and the CDP caseload in the selected communities. Information about those who did not participate (i.e. away from community, in ceremony/sorry business, refused, sick, etc.) was not recorded. As such, non-response rates for the survey are not available.

Of those who participated in the survey, people were asked permission to link their survey data and administrative data (via their Customer Reference Number, CRN). Comparing demographic data from the survey suggests that there was minimal bias introduced when survey respondents were not willing or able to provide their CRN for data linking. Where bias does exist, it is to be expected (i.e. those who did not provide a CRN are more likely to be working or older and not in the workforce). Comparing administrative data between job seekers in the eight communities who were surveyed (with linked data) with other jobseekers in the communities also suggests that there were minimal biases. There are significantly more 18-24 year olds (21%) in the survey group of job seekers than in the group of job seekers not surveyed (5%); and significantly less 55-54 year olds (7%) in the survey group of job seekers than in the group of job seekers not surveyed (18%).

Further detail on the sample and non-response analysis can be found in Appendix B.

2.7.2 Verbatim translation and coding

Surveys conducted in five communities was predominately conducted in Aboriginal and Torres Strait Islander languages and in Creole and English in the other three communities. The interviews were all conducted with language speakers in oral form. As many of the researchers were bilingual they often only had written literacy in English. Therefore, the Aboriginal and Torres Strait Islander languages were translated during the interview and recorded in English. Direct translations often loose meaning due to the variance in tense and grammar. Appreciation for this should be considered when reading the quotes.

Coding of the verbatim responses was undertaken by the Aboriginal and/or Torres Strait Islander team leaders and project managers who worked in the community to ensure that local colloquial terms and references were understood.

Community members often don't distinguish between the policy and the CDP provider because their lived experience is through the frontline service provision. Many people who did the survey referred to the name of the local CDP service provider and did not relate this to being on CDP. In a few communities, some community members referred to CDP as being on CDEP. Where appropriate, quotes have been changed throughout the report to make it easier for the reader.

2.7.3 Identifying the impact of the CDP

Because the CDP system is complex and intersects with a range of other justice, health and economic systems in each community, it is difficult to attribute impact evidence from government or other monitoring data directly to CDP, even if this data were available at community level. This is also not in scope for this evaluation. This study therefore is a summary of what job seekers, community members, and stakeholders have said about the CDP and how it has impacted on their lives. Respondents' views are subjective; how they link outcomes for their community and individuals with the CDP cannot be used to suggest causality.

Further, policy changes over time mean that identifying the impact of the CDP can be difficult. This includes the impact of financial penalties, which existed under both the RJCP (introduced in July 2013) and the CDP (introduced in July 2015).

Finally, this evaluation is not a prevalence study. The findings are qualitative, which means they are complex, contextual, sometimes consistent and sometimes contradictory. Job seekers and community



members want their diversity understood. There is no simplistic 'Aboriginal and Torres Strait Islander voice' nor is there one 'Community' voice. This report contains many strong voices and diverse views that together make up a story about the CDP. The authors caution using a single finding in isolation without consideration of the broader context of remote Aboriginal and Torres Strait Islander communities.

2.8 How to read this report

The findings from the evaluation have been described in the following three parts of the report:

Part 2 – The survey data and administration data for the subset of job seekers was analysed to understand what enables and inhibits job seekers to attend and participate in activities and improve their participation, job readiness, employability and employment prospects.

Part 3 – The community-level findings assess if the programme is effective in achieving its key objectives using survey data from community members, community stakeholders and CDP Providers.

Part 4 – Opportunities for improvements are identified and the findings are considered through a realist lens to understand what works for who, when and why.

The report uses particular terminology to describe the findings of the evaluation, which were very mixed and not always consistent across communities or within a community. Such mixed findings can make the explanation of the data at an aggregate level complex and at times seem contradictory. When describing the synthesis of findings across several questions, the report uses the following terms to show response percentages:

- a few (less than 10%)
- some (10% to 50%)
- most (more than 50%)
- many (more than 75%).

The information collected is very rich and must be looked at in detail to understand the depth and diversity of the findings in the report.

Thematic analysis of qualitative data may use the terms 'a few/some/many' or 'sometimes/ often' where the topic is not the quantity of response but the extent to which the theme was raised. This is particular to smaller samples of community stakeholders, CDP Providers or job seekers. CDP Providers' quotes given through the online survey may be about the eight community case studies as well as other communities across Australia.

The qualitative data was manually coded, and a percentage or quantitative figure may be used to describe the extent of different themes that were mentioned. Quantitative data is described in either whole numbers (n=) or as a percentage (%) of the base sample. Percentages are a proportion of base sample, not of the total number of responses in the case of multiple response answers. In the case of multiple response answers, the sum of percentages will therefore not equal 100%. The base sample varies for every question as not all questions were relevant to or answered by all respondents. The notes to the figures and tables in the report show the total base sample, how many were either not asked or missed and, for multiple response questions, the total number of responses to the question.

Descriptive statistics in this report include frequency and distribution of quantitative data. Simple statistical tests for significance were carried out where appropriate sample sizes existed between cohorts for testing in this report. Where there was a statistical difference between different groups – for example age, gender, location – those differences are discussed. Where no statistical difference was found, no statement is made.

The terms for the different study reports are:



- **Survey respondents** is the term used for community members who completed the survey (n=936).
- **Stakeholder respondents** is the term used for community stakeholders who completed the survey (n=91).
- **CDP Provider respondents** is the term used for employees – including managers, supervisors, coordinators and team leaders – of the CDP Providers in the eight locations (n=24) and the term for the providers who responded to the online survey and may provide services from anywhere in Australia (n=24).
- **Job seeker respondents** is the term used for the subset of community members who completed a survey and who were able and willing to provide their CRN for data linkage and matched employment services data because they were registered with a provider during the period of this study (n=368).

Text at the end of sections in orange boxes throughout the report provide some insights from the findings of the research that are the authors' suggestions for strengthening CDP.

Colloquial terms people use in this report

Sit down money: Sit down money is a colloquial term Aboriginal and Torres Strait Islander peoples have used for welfare payments since they were introduced in the late 1970s, because the nature of the payment was associated with 'sitting put' in one location and giving up their nomadic lifestyles or moving to townships from their traditional lands in exchange for income support payments. It was also the change from working for rations to sitting down and not working for government money.

UB money: This money is unemployment benefits, which may include a range of income support payments.

Cut-off: When CDP participants speak of cut-offs, they may be referring to either the suspension of their income support payment as a result of their failure to meet mutual obligation requirements (such as participating in activities and looking for work) or a permanent loss of some or all of their payment. If a CDP participant's provider lodges a Participation Report with the Department of Human Services (DHS) requesting an investigation of a participant's non-compliance with a particular mutual obligation requirement, the participant's income support payment will be subject to suspension. A suspension is a temporary hold on a participant's income support payment which is lifted and back-paid once the participant either re-engages with their provider or is deemed no longer required to re-engage. If a participation failure is investigated and applied by DHS, the participant can incur a financial penalty which results in the participant losing all or part of their income support payment for a period. In addition, if a CDP participant fails to re-engage with DHS or their provider following a compliance-related suspension, income support payments may eventually be cancelled altogether. CDP participants may not distinguish between suspensions, penalties or cancellations, as their primary experience may be with their payments being stopped. They may not understand whether their payment has been or will be reduced or reinstated, or the reason why.



PART 2 – UNDERSTANDING JOB SEEKERS



3. Different groups of job seekers

This part of the report tells the story about remote community job seekers' journeys to find pathways to real jobs. Two things are thought to be key to achieving employment outcomes: 1) that job seekers attend the CDP, and 2) that they deeply engage in the activities to improve their job readiness, work personality and employability. This is what the CDP is expected to do, as shown in the programme theory (see Appendix A). The research found that this was also what the community members and job seekers value and expect from the programme. Importantly, many remote job seekers want a real job.

The evaluation aims to understand what enables and inhibits job seekers to attend the CDP and to engage in training, participate in activities and improve their employment prospects. This section of the report analyses the survey responses of the 368 survey participants identified as job seekers who gave permission to link their survey responses with administration data (see Appendix F).

Not all job seekers were registered to a CDP Provider during the period of the fieldwork, which was between September 2016 and June 2017. For the purpose of looking at attitudinal responses and actual behaviour, all 368 respondents for whom there are both survey and administration data have been included.

Segmentation helps define subgroups of job seekers who behave in different ways and/or are likely to respond to different strategies or engage differently with different components of the CDP. It also creates understanding of the gaps between what different job seekers currently do and what it may take to change their behaviour. Segments are developed based on what drives successful outcomes like job placement and poor outcomes like non-compliance or penalties (Appendix G). Understanding people who do attend and engage is just as important as understanding those who do not, so that better programmes are designed and practice can be improved.

Four groups of job seekers were identified, each demonstrating different attitudes to work, motivational factors to attend CDP, characteristics and behaviours. These four groups are not mutually exclusive. All job seekers may be motivated by a particular factor or share some characteristics and behaviours; however, the groups are described by the strongest motivational traits identified by their survey responses and the patterns identified in the administration data. Before describing each of the groups in more detail, the following section examines the process of determining the groups from the characteristics of job seekers.

3.1 Job seeker segmentation

Identifying what characteristics affect outcomes like job placement and penalties (Appendix G) can guide the development of a segmentation model. All of the variables from both the survey data and the administration data were tested to see if patterns existed. The analysis found that the variables best associated with outcomes were the Job Seeker Classification Instrument (JSCI) scores (Appendix G). This is logical, considering that the JSCI is used by CDP Providers to assess the job seeker's relative level of disadvantage in the labour market and to identify their risk of becoming or remaining long-term unemployed.

There are 18 JSCI factors that reflect different aspects of labour market disadvantage, and in the JSCI points and scoring methodology a high score for a factor reflects a higher level of disadvantage for the job seeker. JSCI scores thus highlight the factors that significantly affect a job seeker's likelihood to remain unemployed for another year. Not all JSCI variables were driving the outcomes.

Table 1 displays the variables used in the segmentation model. The average JSCI scores (Appendix I) and average clustered work factors (Appendix H) as well as the average job placements and penalties from the administration data are provided for each job seeker segment. If the JSCI score is high it shows more disadvantage or greater barriers to work for the job seeker. For work factors if the



number is positive, the factor is present. If the number is negative, the factor is not present. Higher numbers show a stronger effect.

The table cells are shaded, with darker cells indicating the highest number of the four segments for each variable. This is only to highlight the differences between segments; it does not indicate statistical significance. Note a variable may have a smaller value for one segment than for another segment, but it still may be an important factor for that segment. For example, in Table 1 below, the second last variable has a value of 0.7 for Group C, which is smaller than the value of 0.11 for Group A. However, supporting family is one of the strongest variables for Group C.

Table 1 Job seeker segmentation variables

Segmentation variables	Group A Interests	Group B Inclusion	Group C Involvement	Group D Independence
Outcome data from administration data	n=100	n=29	n=118	n=121
Average number of penalties	16.83 (1.52)	10.52 (2.64)	4.63 (0.72)	6.77 (0.82)
Average placed in a job (Placed in a job = 1)	0.15 (0.04)	0.07 (0.05)	0.03 (0.02)	1 (0)
Average number of placements	0.15 (0.04)	0.07 (0.05)	0.02 (0.01)	1.39 (0.06)
JSCI score from administration data				
Communication skills (average points)				
Low = higher English proficiency level High = poor English proficiency level	0.51 (0.05)	0.43 (0.1)	0.11 (0.03)	0.09 (0.03)
Low = do not identify as Indigenous High = identify as Indigenous	0.99 (0.01)	0.93 (0.05)	1.27 (0.11)	1 (0.04)
Personal barriers (average points)				
Low = males below the age of 45 years High = females above the age of 45 years	4.6 (0.23)	6.5 (0.41)	5.82 (0.2)	4.98 (0.19)
High = disability/medical condition and 23–29 hours per week work capacity	0.21 (0.1)	7.29 (0.9)	0.24 (0.09)	0.13 (0.08)
High = have personal factors that may have a high impact on their ability to work include anger issues/temper/violence, caring responsibilities, domestic violence and a drug treatment programme	0.02 (0.02)	4.04 (0.29)	0 (0)	0.09 (0.05)
High = carer for an adult person over the age of 15 years, dependent children	0.53 (0.13)	0.68 (0.27)	1.23 (0.18)	1.09 (0.16)
High = primary unstable residence – staying in a squat, sleeping out or having nowhere to stay	0.05 (0.02)	0.04 (0.04)	0.08 (0.03)	0.05 (0.02)
High = does not have access to any kind of transport	3.82 (0.07)	3.68 (0.15)	2.9 (0.16)	2.87 (0.16)
History (average points)				
Low = has not been on income support long term High = has been on income support long term	4.13 (0.3)	6.46 (0.27)	4.64 (0.31)	3.58 (0.26)
Low = has attained education High = did not attend school	3.73 (0.13)	3.89 (0.23)	2.92 (0.14)	3.14 (0.12)
Low = adequate work experience or recent labour market attachment High = inadequate work experience or a lack of recent labour market attachment	3.73 (0.13)	3.89 (0.23)	2.92 (0.14)	3.14 (0.12)
Economic environment (average points)				
Low = lives in a very low disadvantaged employment region High = lives in an extremely disadvantaged employment region	1.43 (0.26)	4.04 (0.55)	5.25 (0.14)	4.55 (0.23)
Low = lives in rural and remote locations	4.72 (0.07)	3.96 (0.26)	3.25 (0.13)	3.91 (0.11)



Segmentation variables	Group A Interests	Group B Inclusion	Group C Involvement	Group D Independence
High = lives in extremely rural and remote locations				
Attitudes to work from survey data (average points)				
People community – working together to make the community a better place / helping family, people, community/meeting or socialising	0 (0.09)	0 (0.15)	-0.04 (0.09)	0.04 (0.1)
Value and recognition – Recognition / identity as a worker / proud to have a job	0.03 (0.1)	-0.03 (0.16)	-0.12 (0.07)	0.1 (0.11)
Active – keeping active / good team or good environment	-0.01 (0.12)	-0.06 (0.18)	-0.02 (0.08)	0.04 (0.09)
Equal opportunity and training – training and literacy / all people can work	-0.04 (0.1)	0.25 (0.24)	-0.08 (0.09)	0.05 (0.09)
Security financial – feeling safe and secure / earning money	-0.13 (0.06)	0.2 (0.2)	0.06 (0.1)	0 (0.1)
Future and role model – jobs for our children / role models	0.14 (0.11)	0.45 (0.34)	0 (0.1)	-0.22 (0.04)
Benefits determination – not benefits (leave and super) / self-determination	0.03 (0.07)	0.12 (0.24)	-0.02 (0.07)	-0.04 (0.12)
Career and learning – stepping up through a pathway / learning on the job	0.15 (0.11)	0.06 (0.25)	-0.2 (0.06)	0.06 (0.1)
Contentment – job that interests them / feel happy	0.56 (0.14)	-0.16 (0.17)	-0.22 (0.06)	-0.22 (0.07)
Nothing / Not support family – don't know what working means / to support family	0.11 (0.09)	0.02 (0.21)	0.07 (0.11)	-0.17 (0.08)
Structure – routine / structure / routine and responsibility	-0.11 (0.1)	-0.19 (0.14)	0.08 (0.1)	0.06 (0.09)

Table 1 shows the variables that drive or distinguish the four groups from each other. However, the survey and administration data can be analysed to provide a profile of these groups and describe what motivates them.



Group A – Seeking social engagement: motivated by interests (27%) These job seekers are motivated by their own interests and by needing to be connected to others to make a contribution to community or helping others. These job seekers, who feel socially connected, also contribute to building better communities. They help to create social capital and important networks of connectedness that enable their community to function more effectively. They often have important roles, either culturally or socially or within their families, to keep everyone connected and functional. These job seekers often have a lot of commitments that they value more than CDP attendance. If CDP is not making the community a better place, people in this group are not interested. If the CDP in their community is not operating under a community-led decision-making model, or they do not feel like they have a say in activities, or the activities do not help the community or others, they will disengage with the CDP. They are most vocal about the unfairness of participating in CDP for Centrelink money. These job seekers are the most frequently penalised among all groups. Additionally, job seekers in this group have the least ability to communicate (low language, literacy and numeracy [LLN]) of all groups, are unable to be contacted by phone and are the most transport disadvantaged of all the groups. There are more males in this group than in other groups. They are less likely to have carer responsibilities, therefore supporting family is not as important to them as other groups.

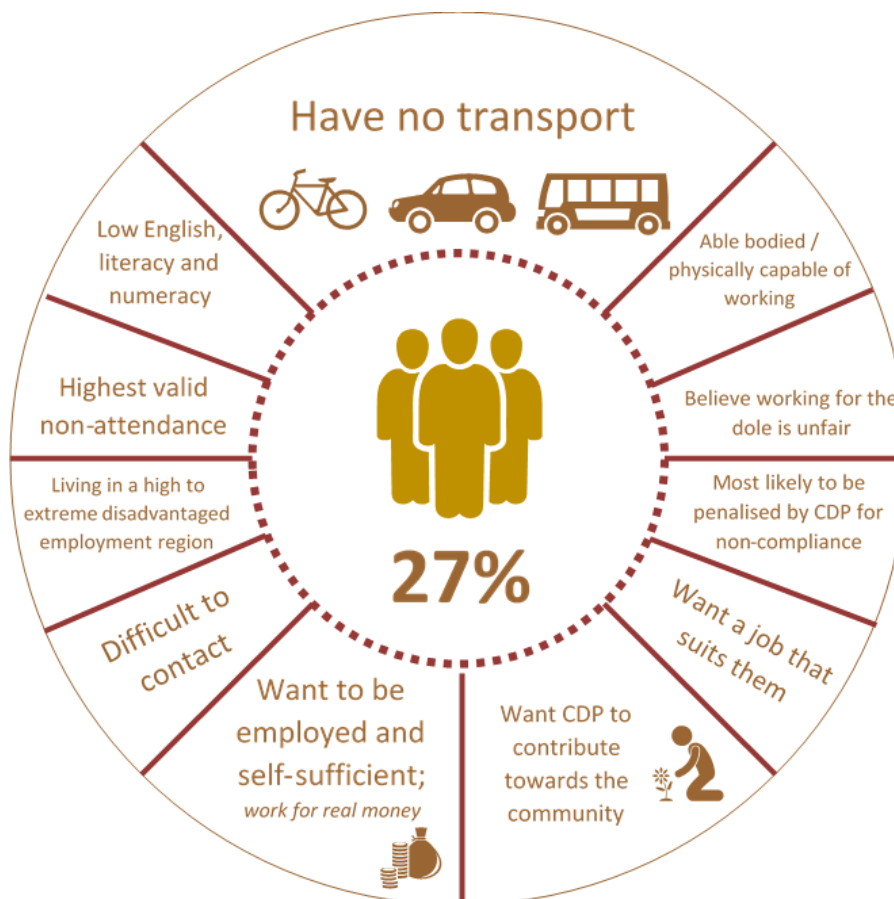


Figure 2 Group A – Seeking social engagement: motivated by interests (27%)



Group B – Benefiting from community inclusion: motivated by inclusion (8%) People in this small group of job seekers have a lot of barriers to work and are not well understood by the complex systems (health, justice, welfare and CDP) they must navigate as disadvantaged people who rely on income support and have multiple complex needs. They have the most assessed disabilities/medical conditions out of the four groups. They also have a range of 'personal factors', including those which are listed in the JSCI definition (anger issues/temper/violence, caring responsibilities, are experiencing domestic violence, or are in a drug treatment programme) and those that may be seen by CDP Providers using the JSCI who feel that the job seekers they are assessing have other undiagnosed conditions (such as cognitive impairment, fetal alcohol spectrum disorders [FASDs] or brain damage obtained from violence). Most of the people in this group have been penalised. People in this group are mostly motivated by money or financial gain because they are feeling the most financially disadvantaged. They are also looking for social inclusion. These job seekers have limited communication skills (low LLN), are unable to be contacted by phone and are transport disadvantaged. There are more older females proportionally in this group than other groups.



Figure 3 Group B – Benefiting from community inclusion: motivated by inclusion (8%)

Group C – Supporting family: motivated by involvement (32%) People in this group are able to work and are more compliant with their mutual obligations;² however, they have had very little employment experience and are likely to live in places with low labour markets. They are nostalgic for the Community Development and Employment Projects (CDEP) programme because they had the opportunity for top-up and being able to get more money to support their families. They are most likely to have carer responsibilities. They cannot afford penalties because others rely on their income; they are therefore the group most likely to attend and least likely to receive penalties. They are not happy with CDP and are frustrated by activities that do not lead to real jobs as well as by the lack of jobs. They are slightly more educated than other groups but have been on CDP support the longest of all the groups. People in this group are the least likely to have ever had a job. They believe working means having structure, routine and responsibility.

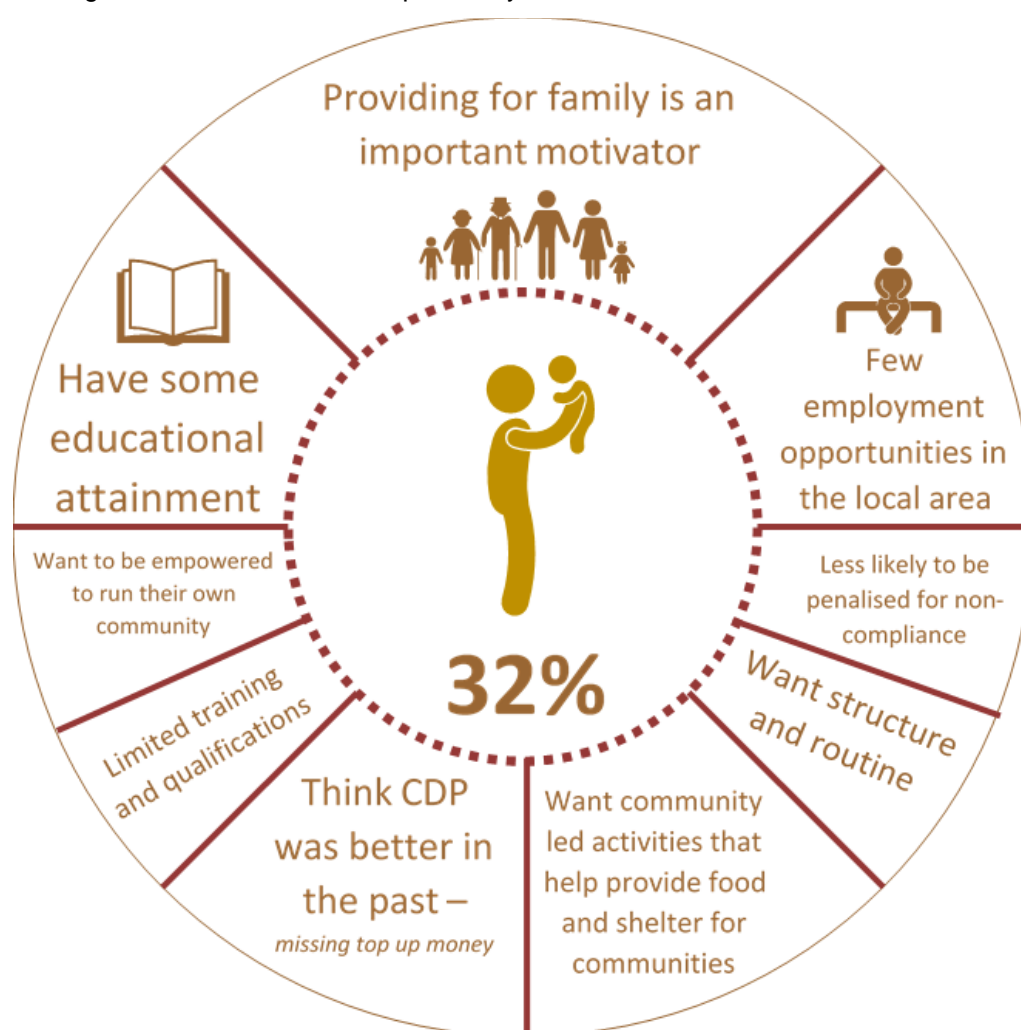


Figure 4 Group C – Supporting family: motivated by involvement (32%)

² Job seekers have mutual obligation requirements, such as looking for work and participating in activities to improve their employment prospects, in return for receiving taxpayer-funded income support paid by DHS.

Group D – Strengthening skills and labour market ties: motivated by independence (33%)

People in this group have had a job, or more than one job, and are more likely to have had recent work experience. They have some educational attainment or training and have fewer barriers to work. They do not believe that the CDP works, because of the lack of equipment, trained staff or proper training opportunities. Their work experience was sometimes gained through a mechanism other than a CDP Provider placement, so they are unconvinced that participating in the CDP is the path to a job. They want more certified training and learning on the job to increase their job opportunities.



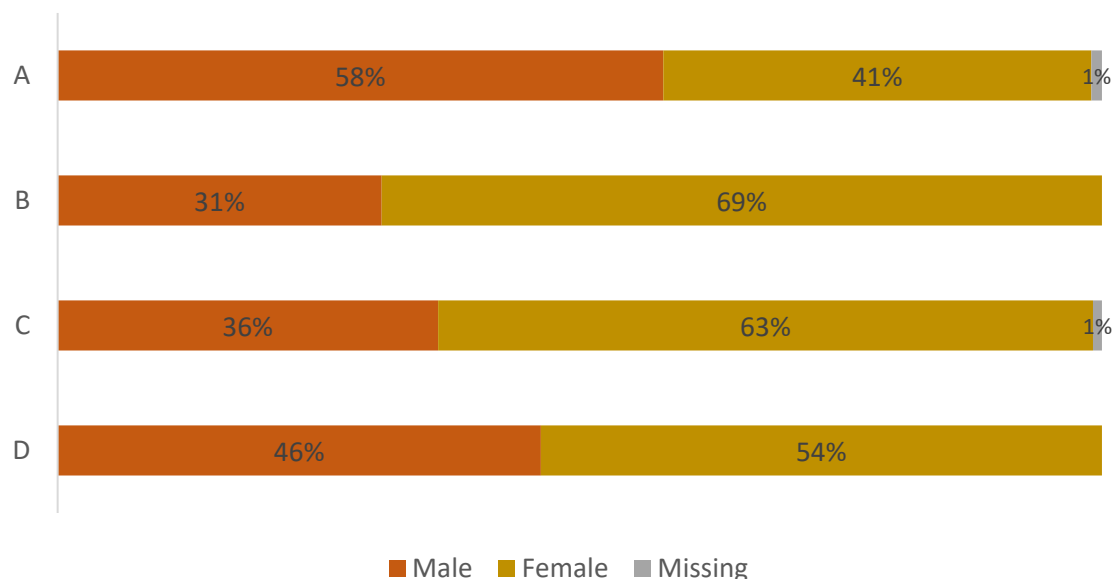
Figure 5 Group D – Strengthening skills and labour market ties: motivated by independence (33%)



The next section looks at some of the demographic characteristic of each segmented group.

3.1.1 Profiles of the four groups

Group A had more males than females compared to the other three groups, which all had more females than males. Group D was the most evenly split between the genders.



Source: Gender

Base: Total n=368; A n=100; B n=29; C n=118; D n=121

Figure 6 Gender by job seeker segment

In terms of age groups:

- Group B (41%) were more likely to be middle aged (45–54 years old) than other groups (C= 25%, D=17%, A=15%, B=3%)
- Group D (28%) were more likely to be younger (15–24 years old) than other groups (D=19%, A=18%)
- Group A and Group C were evenly distributed across age groups.

The type of community, its history and location were considered important in understanding the people who live there. Some communities were created as missions with a large number of different clans, language groups and families coming together to live in a single location. In these communities, English is not often used, and there may be a variety of languages spoken. Group A (63%) are more likely to be in these locations than Group B (28%), Group D (17%) or Group C (6%).

Group C (42%) are the most likely to live in communities that are fairly discrete remote locations with only two or a few clans than other groups (D=25%, B=21%, A=18%). These communities do not speak English at home, though there is a common language or only a few languages spoken. These communities may have had a mission influence over the years but were not formed as missions; instead they contain many displaced or nomadic families. These communities have most of the families living on their Country.

More of Group D (59%) live in remote townships that are not prescribed as being Aboriginal or Torres Strait Islander than people in other groups (B=52%, C=52%, A=19%).

To meet the sample requirements, job seekers had to have been registered on CDP and had a JSCI score at some point in the period July 2015 to July 2017. At the time of the survey, they may have

been on CDP or receiving other benefits or working. Most of Group A (68%) and Group B (88%) said they were a current CDP participant. Group C (28%) and Group D (19%) were the most likely to be on a pension (most likely parenting or carer). People in Group D (24%) were the most likely to be working in a real job (C=13%, A=4%). Those in Group A were the most likely to be a previous participant (18%) or on no income (4%) than other groups.

Chapters 4–7, which follow, examine the differences between these four groups in terms of their depth of engagement, job readiness, their thoughts on what activities work and the impacts on them and their community.



4. Depth of engagement

This chapter examines the extent to which the CDP 2015 reforms are working to improve the quality of job seeker participation, the depth of engagement and the factors and processes driving participation and engagement. To do this, it focuses on job seekers' attitudes towards CDP, their view of what working means and their actual behaviour.

- **Group A – Seeking social engagement: motivated by interests** do not attend often and have the most number of penalties and high valid non-attendance. They are motivated by activities that interest them where they can socialise with their peers. They are motivated when a social group forms and works together as a team to achieve a common goal in a project. They want to contribute to the community being a better place. If activities are not community-led projects, they will most likely disengage and become disappointed and frustrated at what they feel is an unfair system. If they do not get their need for social interactions through CDP they may be diverted to other opportunities to socialise, including antisocial behaviours. People in this group have adversely reacted to the compliance framework and are most vocal about the lack of community-led development.
- **Group B – Benefiting from community inclusion: motivated by inclusion** have the most difficulties getting to CDP and the most barriers to engaging in activities. They have the highest personal factors JSCI score and are more likely to have their cases parked in the CDP administration system as pending while assessments or the CDP Provider determine how to work with them. Perhaps the reason they do not have the highest number of penalties is that they are not required to attend activities while their cases are pending. The personal factor JSCI score is used to identify any personal or other factors that have not been otherwise accounted for which may require further assessment to determine their impact on a job seeker's ability to work, obtain work or to look for work. These factors may be anger issues/temper/violence (often behaviours displayed by people with FASD, mental health conditions or acquired brain injuries). Being victims or perpetrators of domestic violence and being in a drug treatment programme are other personal factors. There is limited access to services to assess and treat these personal factors in remote communities. Group B would like their support needs understood better and to be included when it is safe for them to do so. Activities that suit them and interest them with minimal repetition are most likely to engage them in CDP (boredom and minimal attention spans are also symptoms of FASD, mental health conditions or acquired brain injuries).
- **Group C – Supporting family: motivated by involvement** are willing and able workers motivated by their desire to support and provide for their families. They want routine and structure, and they accept responsibility. People in this group are the most compliant in attending CDP. They are reliant on their income support to care for their families. They have not had a real job, so their work ethic and personality are yet to be fully developed. They live in poor labour markets with little optimism for a real job as there are many looking for work. Activities that are focused on jobs they can see in the community (i.e. those jobs that keep the community running, or keep the community housed and fed) and that provide for a better life for their families will motivate this group, as will seeing more people working in their community. People in this group are not helped by a demand-driven system when there is no demand. They need economic development and enterprise creation to give them a chance at a real job. They can see work that needs doing around the community or where they could do small subsistence farming or hunt or fish to provide for their families, but they are frustrated that they have to CDP activities that do not support the community or supply for their family.

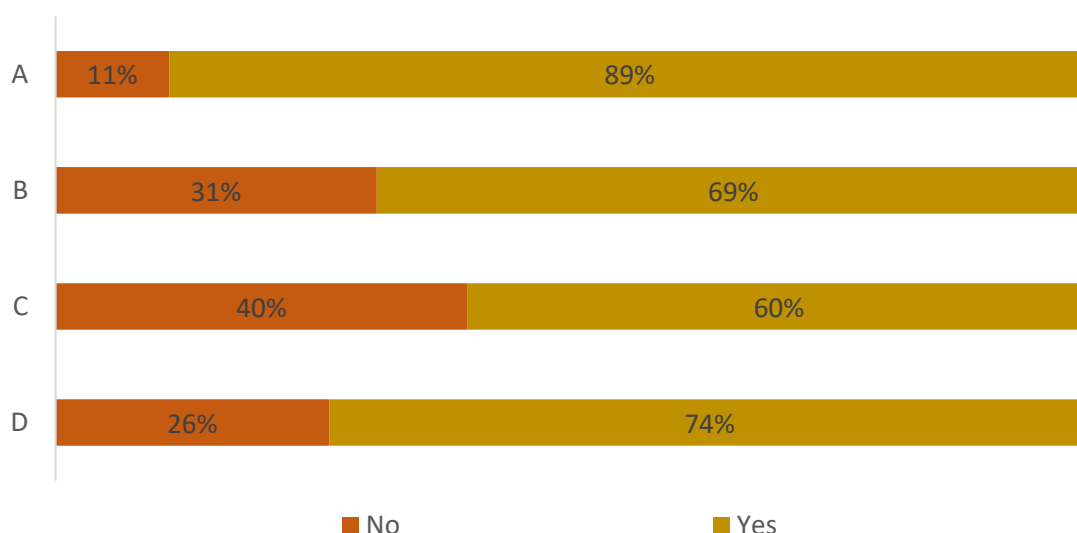


- Group D – Strengthening skills and labour market ties: motivated by independence** know what a real job is and aspire to it. This group are most motivated by learning on the job and training that provides certification (real qualifications) because they have a career in mind or a pathway to a better job in mind. They don't want to be on CDP if it is not getting them a job. They do not always attend, and they are sometimes penalised. They are most likely to be protesting with their feet if they feel an activity is a waste of time because the staff are not qualified to train or the equipment is poor or the activity does not align with a real qualification or job. People in this group have perceived a reduction in training, which may be from the initiative to remove 'training for training's sake'.

The remainder of this chapter focuses on the differences between the groups in job seeker participation or the depth of engagement, then the factors and processes driving participation and engagement are examined.

4.1 Participation behaviour

Participants can be penalised for non-attendance (if they do not have a valid reason for not attending and do not give prior notice when it is reasonable to do so). Whether or not they have been penalised and, if so, the number of penalties applied between July 2015 and July 2017 have been used as a proxy for non-participation. Group A (89%) is the group most likely to have had a penalty in the administration data compared to other groups³ (Figure 7).



Source: Had Penalty by Segment

Base: Total n=368; A n=100; B n=29, C n=118, D n=121

Figure 7 Job seekers who have been penalised by job seeker segment

Group A has received the highest average number of penalties (16.83), followed by Group B (10.52) and Group D (6.77), with the least penalised being Group C (4.63) (Table 2).

- Group A – Seeking social engagement: motivated by interests** are not compliant and have the highest number of average penalties. Through their social networks, they can get support from family or friends so the financial penalty does not mean as much to them and is not a motivator to attend. Some said that after one penalty they did not care and that it would not make them go. Administrative data shows that many have had multiple penalties. People

³ Limitations in the available CDP administration data restrict further analysis on the effect of length of time in the programme has for each segment.

in Group A feel, more than people in other groups do, that they have more important duties to attend to in their community. These are often obligations they have to cultural events or family. While some of these types of reasons for not attending CDP are valid non-attendance, Group A may not speak English well or communicate their reasons for non-attendance. The main reasons given for their non-attendance the last time they were penalised were attending funerals or sorry business (20%), other reasons (20%), family problems⁴ (17%) or no valid reason (15%).

- **Group B – Benefiting from community inclusion: motivated by inclusion** are motivated by money. As they have high levels of disability/medical conditions, it may be that they have more medical expenses or transport costs. This group also has high personal factors, so there may be drug or substance abuse problems that require financing. Women experiencing domestic violence often have their finances controlled. Any change to this income supply could have dangerous implications. Financial penalties really affect this disadvantaged group, who are motivated by penalties so they can secure income, but their barriers make it too difficult for them to attend all the time. This group said that the last time they were penalised it was because of family problems (31%), health reasons (23%), other reasons or no valid reason (30%).
- **Group C – Supporting family: motivated by involvement** are compliant because they are taking responsibility for supporting their family and need their income support payment. They struggle with the high cost of living in remote communities; they say they do not have enough money and the food at the shop is too expensive. They are trying their best to keep their family out of poverty and often want to go fishing or hunting to keep their family fed. If they are penalised, they will try to change their behaviour to avoid financial hardship. Group C said that they did not attend on the last occasion they were penalised because of other reasons, which varied greatly but included the CDP Provider's lack of resources, performance or service, inappropriate activities or how they treated job seekers (31%); family problems (23%); and funerals or sorry business (17%).
- **Group D – Strengthening skills and labour market ties: motivated by independence** get annoyed with CDP and will sometimes not attend because they are frustrated with the little value they feel they get in exchange for their time and the activities. They know what real work and real wages are. They will be penalised, and continue to be penalised, if they do not believe the CDP is working. Group D said that they did not attend on the last occasion they were penalised because of other reasons, which varied greatly but included something to do with the CDP Provider (29%), medical conditions (27%), and people in this group were penalised because they did not re-engage with CDP after a job had finished (7%).

⁴ Family problems was the terminology chosen by local Aboriginal researchers as the most common and appropriate term to be used instead of domestic and family violence, financial coercion or fighting.



Table 2 Outcomes by job seeker segment

Outcomes 1/7/2015 to 31/7/2017	Group A	Group B	Group C	Group D
Average number of penalties	16.83 (1.52)	10.52 (2.64)	4.63 (0.72)	6.77 (0.82)
Placed in a job = 1	0.15 (0.04)	0.07 (0.05)	0.03 (0.02)	1 (0)
Average number of placements	0.15 (0.04)	0.07 (0.05)	0.02 (0.01)	1.39 (0.06)

Source: Administration data

Group D have all had at least one job placement and had the most number of job placements on average (1.39). Group C are the least likely to have had a job or job placement followed by Group B and then Group A.

Having experience with working is important for job seekers to form attitudes about what work means to them. Attitudes to work are discussed in the next section.

4.2 Attitudes to work

Understanding job seekers' attitudes to work and good jobs is important for understanding their underlying motivations and positioning them to move along the transition from welfare to work. Therefore, the job seekers were asked what working means to them. Their responses were recorded verbatim and coded up into common themes. Themes may have been drawn from the responses to several questions in order to start building up the profiles of each group segment. The most common qualitative responses are shown in Table 3. All groups associated earning money with working and felt that working was about keeping active.

- Group A – Seeking social engagement: motivated by interests** were least likely to say working was to support family compared with the other groups and most likely to say that it was about jobs that were of interest to them and made them feel happy. These attitudes are often associated with jobs that have value and recognition in the community, or status. They see and aspire to these jobs as important to support their families and improving their community. People in Group A see working as career or pathway with lots of incremental steps to learning and learning on the job (Table 4). This is where we start to unpack the mindset of the Group A, who are driven by the “social group” or “collective vision” including an overall desire for the CDP to make the community to be a better place. But, in contrast have very individual motivations for jobs that interest them, and make them happy. They have individual motivations that align with a collective view, as they see that a good job is one that helps the community become a better place (Table 5), but they are less likely to desire the jobs of actually doing the work to help others or make the community a better place. Group A personalities lean towards the networkers, managers and coordinators in a community, where they get satisfaction from organising other people to do the work. Group A people are likely to be social influencers in the community (not role models). They can influence others in a positive or negative manner, depending on what's in it for them. Group A are more likely to think that the amount of the salary defines how good the job is (Table 5).
- Group B – Benefiting from community inclusion: motivated by inclusion** were the most likely of the groups to see working in terms of the factors they need but do not have: training and literacy, routine, structure and responsibility. It also means a safe place is needed (i.e. women's places, places for young people, places for different clan groups, etc.), in the form of a good team or a good environment (Table 4). Group B believe working means having an equal opportunity where all people can work and have the literacy training to do so. Working would give them financial security and make them feel safe and secure. As many are older women, they also care for their children and would like to be a role model to show them how to work. They believe working would make them independent and they have a strong desire for this. Group B would like a pathway with incremental steps into a job. They do not aspire to



things quickly and know it will take time, but they want a safe place to learn where they will be treated like they have a chance at a job (all people can work). While there are many barriers to participation for this group, they are motivated by social inclusion. Group B believe a good job would be one that was suited to them and includes training and helps to keep improving their skills (Table 5).

- Group C – Supporting family: motivated by involvement** defined ‘hard work’ as when you worked a full day, all day, every day, even though they may not have had a job. They believe working means responsibility, and they want to work to support their family (Table 3). Group C want to work to earn money and have financial security (Table 4). They are the least likely to have had a job, and some of this group do not really know what working means for them, so other aspirations around job satisfaction and self-identity are not emerging yet (Table 4). Group C want to work in good teams or crews with colleagues that they enjoy working with. They are looking for recognition and identity as a worker. Group C want to be respected.
- Group D – Strengthening skills and labour market ties: motivated by independence** want to earn money but have less focus on money for themselves and more focus on what that money can do to support their family. People in this group talk about job satisfaction and learning when they talk about what working means to them. They have self-determination and want to be working, as they know what that means for them. People in Group D believe that working means recognition and having an identity as a worker and are proud to have a job. They are the most likely to have experience in a job, so they have mentioned that outcomes of working are making the community a better place, helping family and people and having the opportunity to socialise. They like to keep active and have a good team. They believe working is about stepping up through a pathway and value learning on the job. They also appreciate the routine and structure of working and the responsibility of turning up every day (Table 4). Group D want to work together in good teams or crews with colleagues that they enjoy working with. They are looking for recognition and identity as a worker, and they see a good job as one that they can be proud of that gives them confidence (Table 5).

Table 3 Attitudes to work by job seeker segment

Group A Interests	Group B Inclusion	Group C Involvement	Group D Independence
Earning money Keeping active Feel happy Jobs interest them	Earning money To support family Keeping active Training / literacy	Earning money To support family Keeping active	Earning money To support family Keeping active Training and qualifications

Source: Q2. Can you describe/tell me what “working” means to you?

Base: n=362; 6 missing; total n=368; A n=98; B n=28; C n=115; D n=121; total responses = 724

A factor analysis was undertaken (see Appendix H for more detail) to find the patterns between job seeker responses. These patterns form clusters of information that are likely to sit together for different segments of job seekers. This provides some more depth to what the job seekers were saying about what working means to them. In Table 4, the average clustered work factors are provided for each job seeker segment. As in section 3.1, if the number is positive, the factor is present. If the number is negative, the factor is not present. In each case, higher numbers show stronger effects. Darker cells indicate the highest number across the four segments but do not indicate statistical significance. If the score appears as a negative for that segment, it indicates that it has a much lower presence on that segment comparatively to the other segments. Note that the variable may have a smaller value for one segment than for another segment, but it still may be an important work factor for that segment. For example, in Table 4 below, the second last variable has a value of 0.7 for Group C, which is smaller than the value of 0.11 for Group A. However, supporting family is one of the strongest variables for Group C.



Table 4 Work Factors by job seeker segment

Work Factors (between -1 to 1 score)	Group A Interests	Group B Inclusion	Group C Involvement	Group D Independence
People community – working together to make the community a better place / helping family, people, community/meeting or socialising	0 (0.09)	0 (0.15)	-0.04 (0.09)	0.04 (0.1)
Value and recognition – Recognition / identity as a worker / proud to have a job	0.03 (0.1)	-0.03 (0.16)	-0.12 (0.07)	0.1 (0.11)
Active – keeping active / good team or good environment	-0.01 (0.12)	-0.06 (0.18)	-0.02 (0.08)	0.04 (0.09)
Equal opportunity and training – training and literacy / all people can work	-0.04 (0.1)	0.25 (0.24)	-0.08 (0.09)	0.05 (0.09)
Security financial – feeling safe and secure / earning money	-0.13 (0.06)	0.2 (0.2)	0.06 (0.1)	0 (0.1)
Future and role model – jobs for our children / role models	0.14 (0.11)	0.45 (0.34)	0 (0.1)	-0.22 (0.04)
Benefits determination – not benefits (leave and super) / self-determination	0.03 (0.07)	0.12 (0.24)	-0.02 (0.07)	-0.04 (0.12)
Career and learning – stepping up through a pathway / learning on the job	0.15 (0.11)	0.06 (0.25)	-0.2 (0.06)	0.06 (0.1)
Contentment – job that interests them / feel happy	0.56 (0.14)	-0.16 (0.17)	-0.22 (0.06)	-0.22 (0.07)
Nothing / Not support family – don't know what working means / to support family	0.11 (0.09)	0.02 (0.21)	0.07 (0.11)	-0.17 (0.08)
Structure – routine / structure / routine and responsibility	-0.11 (0.1)	-0.19 (0.14)	0.08 (0.1)	0.06 (0.09)

Source: Q2. Can you describe/tell me what “working” means to you?

Base: n=362; 6 missing; total n=368; A n=98; B n=28; C n=115; D n=121; total responses = 724

Job seekers were asked what they thought a good job was. Their responses were recorded verbatim and coded up into common themes. The most common responses are shown in Table 5. A lot of job seekers said they thought good jobs were jobs “in the community”, that is, roles that are currently performed by non-Indigenous people who are running the community.

Table 5 Views on what is a good job by job seeker segment

Group A Interests	Group B Inclusion	Group C Involvement	Group D Independence
Salary, not benefits	Includes training to keep improving	Working together	Working together
Working with others	Working together	Working with others	Working with others
Something that suits/interests me	Salary, not benefits	Helping / supporting family	Includes training to keep improving
Help the community become a better place	Working with others	Financial security	Makes me happy
Includes training to keep improving	Education key to have a real job	Makes me happy	Pathways and journey – step by step
Makes me happy	Good / fair boss	Something that suits/ interests me	Good / fair boss

Source: Q3. What makes a job a good/real one?

Base: n=367; 1 missing; total n=368; A n=100, B n=29, C n=118, D n=120; total responses = 592

4.3 Attitudes to CDP

Understanding job seekers' attitudes towards the CDP is important for understanding whether the programme is working for them or not and what they think makes it work or not. Therefore, they were asked to tell their story about CDP. The most common responses by each job seeker are outlined in Table 6. This table shows only the most common responses, those that either best describe the segment or where they are statistically significant from the other segments. Job seekers were also



asked about the impact of CDP, whether their community was the better, the same or worse than before the programme (Figure 8). They were also asked what they thought about why CDP is better, the same or worse than the previous programme (Table 7).

- Group A (n = 100) – Seeking social engagement: motivated by interests** feel that under the CDP the value of their work is an unfair exchange for only Centrelink money; they want to work for real money. They also feel that the money they currently get is not enough, and they want to get 'top-up'. More of Group A said that the community was the same (52%) rather than worse (26%) or better (22%) since CDP. When asked their reasons, Group A said they had seen no change (22%), or there were no good activities (15%), it was just Centrelink money / no top-ups, tax returns, etc. (10%), or they refused to comment (21%).
- Group B (n = 29) – Benefiting from community inclusion: motivated by inclusion** do not believe their activities are providing them with skills for a real job, but they do enjoy some activities. However, they find repetitive activities boring, and they believe other programmes worked better in the past. People in this group said that the community was worse off (56%), the same (19%), or better (26%). Their reasons were that there was a lack of support or pathway to real jobs. They believe that CDP was contributing to mental health problems and stress associated with the financial penalties⁵ and cut-off⁶ from Centrelink income support payment. They also said there was a lack of communication and back and forth communication between Centrelink and CDP. A few did say that there were some interesting activities now.
- Group C (n = 118) – Supporting family: motivated by involvement** are the least likely to feel that CDP is unfair work for Centrelink money (income support payments), but they do think other programmes worked better in the past (8%). They feel there is a lack of actual work and too many people looking for work. People in this group thought that the community was worse off (46%), the same (30%) or better since CDP (24%). One-fifth (22%) of Group C gave no comment about their reasons, but those who did felt they needed more training opportunities (19%) and support into a pathway to a real job (10%) or that there were no real jobs (14%). There were comments about the way CDP might be run, with favouritism, lack of resources or lack of equipment mentioned.
- Group D (n = 121) – Strengthening skills and labour market ties: motivated by independence** job seekers believe that activities are not leading to real jobs, that there is a lack of equipment and opportunities and that there is a lack of actual work and too many people. People in this group were fairly evenly spread on their views about whether the community was the same (37%), worse (35%) or better (29%) since CDP. The reasons they gave were that there was a need for more training (12%) and lack of pathways to jobs (11%). There were diverse views, with some people saying that there were real jobs (7%) and that more people were attending CDP and working (7%) or that there were interesting activities (5%). While this group were more likely to benefit from the programme because they had a job, they were not any more positive towards the programme than other groups.

⁵ It is worth noting that a number of factors may contribute to social issues in remote communities. Respondents' views are subjective; how they link their individual and community functioning and wellbeing with CDP cannot be used to suggest causality.

⁶ Refer to section 2.7 for the definition of 'cut-off'.

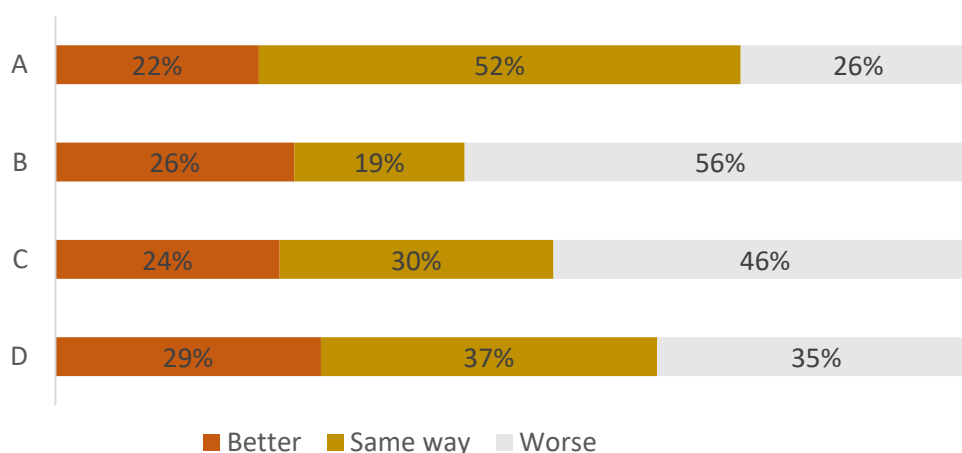


Table 6 CDP Story by job seeker segment

Group A Interests	Group B Inclusion	Group C Involvement	Group D Independence
Unfairness of value of work for only Centrelink money Want to work for real money Money not enough Missing top-up money Enjoy the activities	Activities are not leading to skills for real jobs Worked better in the past – other programmes were better Enjoy the activities Sick of colouring in / painting / sewing lawns / same activities	Worked better in the past – other programmes were better Lack actual work / activities – too many people, not enough work Unfairness of value of work for only Centrelink money	Activities are not leading to skills for real jobs Lack equipment / skilled staff for activity / training opportunities Lack actual work / activities – too many people, not enough work

Source: Q1. Firstly, tell me about your CDP story, how you think about it as a past or present or future participant

Base: n=364; 4 missing; total n=368; A n=99; B n=26; C n=118; D n=121; total responses = 730



Source: Q7. Since CDP come, is the community better, same way or worse since RJCP finish?

Base: Total (n=331) | A (n=86) | B (n=27) | C (n=111) | D (n=104)

*'Refused' responses have been removed from this question and the proportions recalculated.

Refused: Total (n=37) | A (n=14) | B (n=2) | C (n=7) | D (n=17)

Figure 8 The reported impact of CDP on community by job seeker segment

There were some consistent themes across the groups as to the reasons they felt CDP was better, worse or the same. The most common reason CDP was said to be worse was that there were no good activities. There was also a view that CDP was contributing to mental health problems and stress.⁷

⁷ It is worth noting that a number of factors may contribute to social issues in remote communities. Respondents' views are subjective; how they link their individual and community functioning and wellbeing with CDP cannot be used to suggest causality.



Table 7 Why CDP is better, worse or the same, by job seeker segment

Group A Interests	Group B Inclusion	Group C Involvement	Group D Independence
No difference / see no change	No good activities	No good activities	No good activities
No comment / refused	No difference / see no change	No difference / see no change	No difference / see no change
No good activities	Contributing to mental health / stress	No comment / refused	Need more training opportunities / activities
Just Centrelink money / no top-ups, tax returns etc.	Cut-offs	Need more training opportunities / activities	No / not enough real work
	Lack of support / pathways to employment	No / not enough real work	Lack of support / pathways to employment

Source: Q7a. Since CDP come, is the community better, same way or worse since RJCP finish?

Base: n=367; 1 missing; total n=368; A n= 100; B n=29; C n=118; D n=120; total responses = 308



5. Employability and job readiness

This section looks at what respondents said about whether the CDP is increasing job seeker employability and about job readiness. It first looks again at the JSCI score, as that is a measure of a job seeker's relative level of disadvantage in the labour market and identifies a job seeker's risk of becoming or remaining long-term unemployed. This was confirmed in the driver analysis (Appendix G). The JSCI score was a good predictor of outcomes such as penalties and job placement.

Table 8 shows the average JSCI score for each job seeker segment. The higher the number, the more of a barrier this item is to gaining employment. Darker cells indicate higher numbers across the segments but do not indicate statistical significance.

- **Group A – Seeking social engagement: motivated by interests** have the most challenges in their communication skills and the most transport disadvantage. There are more males in this group than in other groups, and people in this group live in areas of high unemployment. Group A have their communication skills and transport disadvantage as the biggest barriers to work.
- **Group B – Benefiting from community inclusion: motivated by inclusion** have challenges in their communication skills and are more likely to have significant personal barriers to work such as disabilities/medical conditions and personal factors. They are more likely to be older females. Group B have been on income support long term and have the least educational attainment. Group B are the least ready for work with a range of significant barriers to work to overcome.
- **Group C – Supporting family: motivated by involvement** are more likely to be single parents of dependent children and have transient/unstable housing. Group C are Indigenous and live further away from labour markets and in disadvantaged employment areas. Group C are ready for work but live in areas where there is no work to gain work experience.
- **Group D – Strengthening skills and labour market ties: motivated by independence** have few personal barriers to work and are the least likely to have been on income support for a long time. Group D are ready for work having some work experience in the past, being younger and more educated.



Table 8 Average JSCI scores by job seeker segment

	Group A Interests	Group B Inclusion	Group C Involvement	Group D Independence
JSCI score average points	30.6	47.3	33.9	29.9
Communication skills (average points)				
Telephone contactability points	0.36 (0.05)	0.32 (0.09)	0.12 (0.04)	0.13 (0.03)
First language spoken child points	0.46 (0.05)	0.25 (0.08)	0.24 (0.04)	0.22 (0.04)
English language literacy level points	0.51 (0.05)	0.43 (0.1)	0.11 (0.03)	0.09 (0.03)
Indigenous status points	0.99 (0.01)	0.93 (0.05)	1.27 (0.11)	1 (0.04)
Country of Birth	0 (0)	0.04 (0.04)	0.04 (0.02)	0.01 (0.01)
Personal barriers (average points)				
Age range and gender points	4.6 (0.23)	6.5 (0.41)	5.82 (0.2)	4.98 (0.19)
Disability medical status points	0.21 (0.1)	7.29 (0.9)	0.24 (0.09)	0.13 (0.08)
Impact personal factors points	0.02 (0.02)	4.04 (0.29)	0 (0)	0.09 (0.05)
Family status points	0.53 (0.13)	0.68 (0.27)	1.23 (0.18)	1.09 (0.16)
Stability of residence points	0.05 (0.02)	0.04 (0.04)	0.08 (0.03)	0.05 (0.02)
Mode of transport to work points	3.82 (0.07)	3.68 (0.15)	2.9 (0.16)	2.87 (0.16)
History (average points)				
Duration on income support points	4.13 (0.3)	6.46 (0.27)	4.64 (0.31)	3.58 (0.26)
Educational attainment points	3.73 (0.13)	3.89 (0.23)	2.92 (0.14)	3.14 (0.12)
Job seekers history points	0.01 (0.01)	0 (0)	0.08 (0.03)	0.02 (0.01)
Criminal conviction points	0.07 (0.03)	0.04 (0.04)	0.07 (0.05)	0.04 (0.02)
Economic environment (average points)				
Proximity labour market points	1 (0)	1 (0)	1.07 (0.03)	1.01 (0.01)
Geographic points	1.43 (0.26)	4.04 (0.55)	5.25 (0.14)	4.55 (0.23)
Indigenous location labour market points	4.72 (0.07)	3.96 (0.26)	3.25 (0.13)	3.91 (0.11)

5.1 What they need in their CDP journey

The job seekers were asked what they needed to move along in their CDP journey from welfare to work. The most consistent response from all groups was training and qualifications: Group C (34%), Group D (33%), Group B (30%) and Group A (28%).

- **Group A – Seeking social engagement: motivated by interests** said they wanted better work plans and a driver's licence or white cards to get them along in their CDP journey. They also wanted to gain skills and find a job that suits them.
- **Group B – Benefiting from community inclusion: motivated by inclusion** also wanted to gain new skills, get a job that suits their needs and get access to a car or transport to help them on their journey. They also want a better work plan (job plan prepared by CDP Provider) that looks at what supports their needs.
- **Group C – Supporting family: motivated by involvement** were focused on more training and said they needed better prospects, more opportunities to work and more jobs in



community. They were also looking for better guidance on what jobs they could do in their community.

- **Group D – Strengthening skills and labour market ties: motivated by independence** said they needed better prospects, more opportunities to work and more jobs and better guidance on what jobs they could do. Group D want better work plans to improve their skills and qualifications, with career counselling to help them move into a skilled labour market.

5.2 What they think adults need to do to get into work

Job seekers were asked what they thought needed to be done in the next three years to get adults into training or working in their community, and whose responsibility this was. The responses were recorded verbatim and then coded into themes. The groups had similar themes overall about what was needed, but there were significant differences between the attitudes for each group.

- **Group A – Seeking social engagement: motivated by interests** were the most likely to decline to answer this question (20% more than other groups), and overall their comments were significantly lower than other groups across the different types of responses. Throughout the survey this group focused on what they were interested in, and there was less response about what would help to get adults into training or working in their community, and whose responsibility this was. Those that did respond in Group A believe that Elders need to get community support and job seekers need to be strong and believe they can do it. They also said that the government needs to change policy and create jobs.
- **Group B – Benefiting from community inclusion: motivated by inclusion** believe that adults will get into work if there is more training, pathways with step-by-step learning and real wages on offer. The majority of Group B believe the government needs to provide more training opportunities and improve activities by better working with the community.
- **Group C – Supporting family: motivated by involvement** are very different from Group A. They believe that there is a need for more training and for more and better jobs, and they want to see more Aboriginal and Torres Strait Islander peoples working in their community. They want to see more local people running the community in the jobs that are presently held by non-Indigenous people. They want more Indigenous businesses and role models showing the way. There is a great sense of pride and self-determination about independently running their own communities. Group C think the responsibility for change is with government to make better policies that support their self-determination in running their community. They said that the community needs to think of the future and make plans now about how to get there. They appreciate that more training and skills are needed for this to happen and see this as the CDP Provider's role to prepare them for independence.
- **Group D – Strengthening skills and labour market ties: motivated by independence** said that more training, specifically training with real qualifications, is needed. They also aspire to more Indigenous businesses, as they see these organisations as good or fair bosses to work for. Group D believe that government and community need to work together to create jobs and increase job seekers' skills. They also know how good it feels to work and would like job seekers to be strong and believe in themselves.



6. What activities work

Job seekers need activities that will help them along their journey. Job seekers were asked what they thought was a good activity. Their responses were recorded verbatim and then coded into themes. The groups had similar themes overall about what was needed, but there were significant differences in the order between the attitudes for each group.

Activities where job seekers could learn on the job were considered to be good activities. This was important particularly for Group B, perhaps because this type of environment may better support their learning or support needs.

- **Group A – Seeking social engagement: motivated by interests** want to see the results of their labour, something they can show off to others, talk about and be proud of doing with a group of people. Generally, they want something to talk about and someone to talk to, as part of their activity. They like doing something when everyone is doing it, because this meets their social needs. They like big groups and are comfortable in group activities, but the activity is primarily meeting their self-interests.
- **Group B – Benefiting from community inclusion: motivated by inclusion** like jobs that help others, which makes them feel good about themselves and perhaps less reliant on others. They like to work in small, safe, supportive groups that care about each other and can work well together. They want activities to keep them active and involved; a good activity keeps them socially included.
- **Group C – Supporting family: motivated by involvement** have the same thoughts as people in Group D, but they also appreciate activities that find their hidden talents or skills or things they did not realise they would be good at. This opens up their job prospects and opportunities to look for more job opportunities or pursue particular training. Group C like activities that show others how to look after the community or could lead to a job in the community.
- **Group D – Strengthening skills and labour market ties: motivated by independence** wanted to learn on the job but also see the importance of having activities that teach them skills to get into the workforce.

Table 9 What is a good activity by job seeker segment

Group A Interests	Group B Inclusion	Group C Involvement	Group D Independence
Learning on the job	Learning on the job	Learning on the job	Learning on the job
Something that suits/ interests me	Pathway to a real job	Something that suits/ interests me	Something that suits/ interests me
Pathway to a real job	Activities should support/teach me / other skills to get into the workforce	Pathway to a real job	Pathway to a real job
Activities should support/teach me / other skills to get into the workforce	Something that suits/ interests me	Activities should support/teach me / other skills to get into the workforce	Activities should support/teach me / other skills to get into the workforce

Source: Q4. Can you describe/tell me what a "good quality CDP activity" means?

Base: Total n=368; A n=100, B n=29, C n=118, D n=121; total responses = 1008



The diversity of job seekers means that it was not possible to clearly define a “quality activity”. Some people loved sewing and others hated it. Some people thought mowing was making the community a better place, and others thought it was boring, or not leading to a real job, or doing what was a real job for free labour. Some found that activities were repetitive and boring, whereas others said they provided a good routine and structure for them. The simple answer is that not every activity will suit every CDP participant. Across all the responses, however, there were some core elements that should be present in every activity:

- learning the task by doing the task with qualified supervisors and decent equipment to learn on
- choice of either the activity, or once in the activity, choice in the elements of that activity that suit the individual. This stems from a good job plan so people see the pathway or the steps that are leading them to a real job. Sometimes this is not clear, so some activities might seem futile if job seekers cannot see how their individual job plan feeds into the big community plan. This also requires a good community plan, where local-led decision-making creates a vision to make the community a better place to live
- careful selection of participants in a group activity to ensure that people are culturally safe and that their need for socialisation and support is met. People who are social influencers need to be used in positive ways, and their ability to create negative outcomes needs to be mitigated
- respect and reciprocity in each activity. Supervisors should approach each activity thinking, “What will I teach and what will I be taught today?”
- feedback process to listen to participants’ ideas to improve the activities.



7. CDP impacts on job seekers

The CDP has had a range of diverse impacts on individual and community functioning and wellbeing. Because the CDP system is complex and intersects with a range of other justice, health and economic systems in each community, it is difficult to attribute impact evidence from government or other monitoring data directly to CDP, even if this data were available at community level. This is also not the scope for this evaluation.

This section therefore is a summary of what job seekers have said about how the CDP has impacted on their lives. The views from stakeholders have been included as supporting the evidence provided by the job seekers. Respondents' views are subjective; how they link their individual and community functioning and wellbeing with CDP cannot be used to suggest causality.

In particular, this section notes the differences between the four groups of job seekers.

7.1 Impact of penalties

Overall, job seekers said there were negative impacts as a result of being penalised for non-compliance. The reduction in the income support payments had the main financial impact, and dealing with the administrative processes of Centrelink and the CDP Provider and people not being able to support themselves or family had psychological impacts. All groups said being penalised could have a range of impact including financial hardship (no money for food, clothes, housing) and family wellbeing suffered; a few job seekers also viewed that penalties could contribute to family problems, shame, mental health problems (depression, anxiety, sadness), physical health problems or trouble with police.

- **Group A – Seeking social engagement: motivated by interests** were penalised frequently. This group also had the most valid non-attendance. Therefore, this group attended CDP the least whether they had a valid reason or no valid reason resulting in a penalty.
- **Group B – Benefiting from community inclusion: motivated by inclusion** a lot of job seekers in this group often get at least one penalty. This group also could have temporary exemptions for attendance whilst pending further assessments. Job seekers in this group often reported shame and mental health problems when penalised.
- **Group C – Supporting family: motivated by involvement** were least likely to be penalised but when they were it was viewed by job seekers to contribute to family problems and family wellbeing suffered.
- **Group D – Strengthening skills and labour market ties: motivated by independence** those who were penalised said being penalised caused financial hardship (no money for food, clothes, housing).

7.2 Individual functioning

Some job seekers said attending activities built their self-confidence, which further motivated them to attend, while a few others said the CDP shamed them and broke their self-esteem so they were demotivated to attend. The next few statements from job seekers and stakeholders are subjective; how they link individual and community functioning and wellbeing with CDP cannot be used to suggest causality.

Some job seekers who participate in the CDP said they found their hidden talents, improved their skills and their confidence grew. This fills job seekers with pride and the CDP Provider staff with job satisfaction.



"I love seeing their eyes when they realise that they can do something. Just seeing them beam with confidence makes me keep doing this job." CDP Provider

The increased confidence and pride motivated these job seekers to put in effort and keep training to get a good job. These job seekers are likely to be in Group C and Group D.

Some job seekers said they felt very degraded by the changes from CDEP to RJCP to CDP, particularly how the increased use of the compliance system has made this employment programme feel less like a job or a work-like activity. They want a pathway to a real job, but that involves a proper plan with ongoing support from their CDP supervisors. If they are only doing ongoing CDP activities because there are no jobs, then they would still like it to feel like CDP is a job with employment benefits like leave, tax returns and superannuation.

"Pathways plan for each participant through supervisors and also support for supervisors on the ground." Group C job seeker

Other job seekers who participate in the CDP feel like they have no control over their lives and no choice, which they said can impact on job seekers' mental health. Of those who said the community was worse off since CDP started and felt this was because of mental health issues:

- 18% of community members (page 83 n=67)
- 12% of job seekers (n=16).

A proportion of job seekers volunteered information about the perceived impact of CDP on their mental health. As a participatory research project, the local researchers who worked in their communities said they were surprised by this response because people do not often openly discuss mental health.

Some CDP service providers and stakeholder interviews stated they had seen some adverse effects on job seekers' wellbeing. A few said that the extent to which it had affected a few young people was so extreme that some were said to prefer going to jail or to have attempted to end their lives or suicided.⁸ It is important to note that these are subjective views, verification with substantive evidence was outside the scope of this research. The reasons why people may want to take their own life is a complex issue with multiple contributors including social determinants and clinical factors.⁹

"It's really complex [mental health problems]. The penalties and pointless activities have added another nail in the coffin to young people. It's just another layer of government crap in their lives that they have to deal with." Stakeholder

A few people said some young men were disengaging from all income support rather than bare the shame and embarrassment they felt having to navigate the CDP and Centrelink administration paperwork and requirements.

"Too shame. So just ask family for money." Community member

A few young men said they had complex social issues (i.e. drug addiction and homelessness) and felt the activities they were given to do were meaningless for them.

"I didn't like the activity – sewing, colouring books. I complained about it to [CDP Provider] but they just said I had to go to get paid, I was glad to go to jail because then I didn't have to deal with ... like that, being cut off and getting in trouble with Centrelink." Group B job seeker

The increased use of penalties has created financial tensions. Some jobseekers (n=32) who were penalised (n=132) said the last time they were penalised it lead to family problems– which can include

⁸ The investigation of this perception with other data sources was outside the scope of the research.

⁹ Aboriginal and Torres Strait Islander Suicide Prevention Evaluation Project (2017) <http://www.atsispep.sis.uwa.edu.au/>



family fighting, family and domestic violence. A few stakeholders including Police, Clinic Staff and Socials Workers also felt that the increased use of penalties and financial hardship were contributing to more family and domestic violence. These are subjective views of study participants. Multiple, complex and interacting factors can contribute to family and domestic violence. The investigation of this perception of respondents with other data sources was outside the scope of the research.

In some communities, there is a view that a few young women were having their first babies earlier to avoid mutual obligation requirements. There were also perceptions of family conflict over who is listed as primary carer with Centrelink which would remove their mutual obligation requirements.¹⁰

Some community members and stakeholders in some communities said that young women were intimidated by a gender imbalance in the activity or “unsafe” or “culturally inappropriate” workspaces for women at the CDP. Some families were said to encourage young women to stay home or “settle down with one man and have a baby” rather than be seen hanging around the CDP shed where there were many men.

The research findings identified barriers and things that influenced job seekers to participate in the CDP, engage in activities and continue on to a real job. Respondents described the things that would help them step up or fall back down. During one interview, a job seeker described the process of getting a job as being like having a big rubber band around your waist. As soon as you try to move forward, a number of barriers tighten and pull you back. When the rubber band is small and stretchy, you can move forward. When the rubber band is thick and hard you can't move.

Using this description and combining it with the qualitative and survey data, a diagram was developed to describe the barriers and influencers for behaviour (Figure 9). The diagram can be used to help understand the segments of job seekers who feel different ways at different stages and to understand what will change their pathway.

- **Group A – Seeking social engagement: motivated by interests** are starting on the bottom row of the diagram. They are disengaged from the pathway to a job because they cannot see what's in it for them or any recognition for them, or it won't meet their social needs. They feel very disempowered and disillusioned.
- **Group B – Benefiting from community inclusion: motivated by inclusion** are disadvantaged and lost in a system that does not understand or support their needs well enough. This group feel very disillusioned by the system they thought they could trust. They feel denigrated when they are punished for non-compliance when they have limited ability to be compliant.
- **Group C – Supporting family: motivated by involvement** are one group that are willing and able to move along the top pathway, but when the CDP system lets them down with activities that do not lead to real jobs, no training on the job or no job creation they can slip down into the second row and become disempowered and demotivated.
- **Group D – Strengthening skills and market ties: motivated by independence** are the one group who have progressed from being engaged to employed across the top row of the diagram. They said they were proud, confident, in control of their lives and could contribute to their community. They support their family and feel valued.

¹⁰ The investigation of this perception with other data sources was outside the scope of the research.



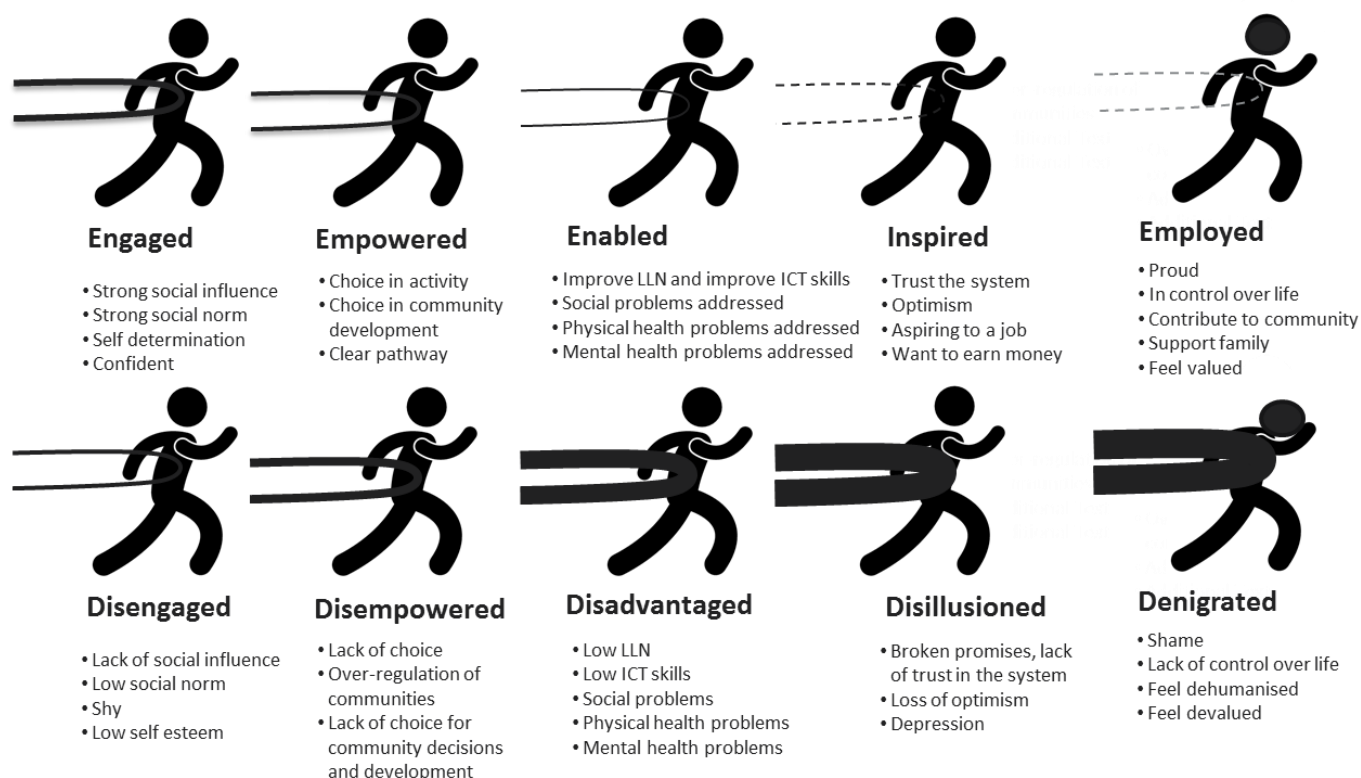


Figure 9 Impact on job seeker pathways

7.3 Family wellbeing and functioning

All of the four groups talked about the impact of financial hardship from the use of penalties and their views on family wellbeing and family functioning. Some job seekers (n=32) of those who were penalised (n=132) said the last time they were penalised it resulted in financial tension which contributed to family problems – which can include family fighting, family and domestic violence.¹¹ Job seekers (n=88) also talked about the financial impact on family wellbeing in terms of the supply of basic food and medical needs being difficult when financial hardship occurred the last time they were penalised. This may impact harder on Group B than on other groups because they are penalised more, have more medical needs, and have family or carer obligations.

Group C and Group D are driven to support and provide for their families and are motivated to participate. Group C find it hard to supplement their food supply by gathering bush tucker, hunting and fishing when they are compelled to go to the CDP Provider for 25 hours a week.

Group A often spoke of their responsibility for cultural obligations. They may be important people for funerals and other ceremonies. They are often penalised for non-attendance and also have high valid non-attendance.

7.4 Community functioning

The CDP is a central part of the community functioning. If CDP is working well, then people are active, participating and feeling good. Support service providers and other community stakeholders

¹¹ The investigation of this perception with other data sources was outside the scope of the research.

said they feel ripple effects of social problems and discourse across community when it is not working well.

"I can tell if CDP Provider is any good, or if it is working in a community in five minutes of arriving. It's the look and feel of the place, and the length of my queue and how grumpy the clients are. When it's all good, people walk around chest out and heads up, but when it's not they drag themselves around the community." Stakeholder

Most CDP Providers say that community engagement and community-led activities through good community plans help to support community functioning. However, they also reported that the additional administration and reporting requirements for attendance have created resource issues that are a barrier to working better with community.

All four groups of job seekers are motivated to attend when activities are making the community a better place and have been driven by good local decision-making. Group C, in particular, feel this needs to happen more in their communities. They feel their community is disempowered. They may have issues with the CDP service provider, whether that be an Indigenous-owned and -controlled organisation or a non-Indigenous organisation. When Group C feel there is favouritism and bias in the decisions made by the CDP Provider, they can feel very demotivated.

Group D are frustrated with the lack of good resources to get them moving along their CDP pathway. They feel that there is not enough equipment, skilled staff or job creation to meet their needs. Group D want to work in roles that will help their community, but they just need more training and proper qualification to get these "better" jobs.

Group A and Group C are vocal and angry about the current CDP and feel nostalgic for CDEP days. They feel that the economic development aspect has been lost from this new programme. The demand-drive approach does not work for Group C when there is no labour market demand. Therefore, the demand must come from community development initiatives that are ground-up and locally driven.

7.5 School attendance

School attendance increases when a range of factors are present for a family: community functioning well and safe, parental habitually going to work or CDP, positive parental attitudes to work and education.¹² The scope of this research was not to look at school attendance rates and CDP attendance rates; however, based on the qualitative data the findings indicate that the two are likely to be moving in the same direction. Certainly, Group C and Group D had strong values about education and training and were looking for their children to have the "better" jobs which need a good education.

However, a few job seekers told us that when they were penalised, they were shamed and did not want to go about their normal routines, including getting the children to school if they had to walk past the CDP facilities. Group A, in particular, felt very disgruntled at government and could disengage entirely, going bush and taking the kids with them. This escape to a cultural and social gathering fulfilled their need to socialise. For Group B, when one thing goes wrong in their lives, this may lead to being penalised for non-attendance, it can affect other aspects of their lives such as the routine task of getting the children to school.

In some communities, school lunch and breakfast programs have automatic payments from the primary carer's income support payments. In these communities some parents who said they were suspended, were feeling shamed when their children could not line up with the others for the school meal programme, so they would not send them to school. In these schools some workers who made the school breakfasts and lunches said that when job seekers are cut off, the automatic payment to the school stops which can affect the financial viability of the school meal programme. One person

¹² Understanding family perspectives of school attendance in remote communities: Evaluation of the Remote School Attendance Strategy 2018 <https://www.pmc.gov.au/resource-centre/indigenous-affairs/understanding-family-perspectives-school-attendance-remote-communities-evaluation-remote-school-attendance-strategy>



interviewed was a school worker who was laid off and had to go to CDP because so many people were cut off and not funding the programme.

The effects of shame and the financial hardship on school attendance was further discussed in the qualitative research as contributing to other problems in the community. When youth do not attend school, and are missing out on the breakfast and lunch programme, a few stakeholders felt that there were increases in youth crime, such as stealing food.¹³

¹³ The investigation of this perception with other data sources was outside the scope of the research.



PART 3 – COMMUNITY AND STAKEHOLDER FINDINGS



8. Extent to which people think CDP works

This chapter presents the findings to do with the evaluation goal 'To assess if the programme is effective in achieving its key objectives of increasing participation and improving job opportunities, sustainable work transitions, and employability in remote communities'. Essentially, this chapter answers the question "Does it work as expected?" The findings are based around the transition from welfare to work and cover the four stages:

- Assessment and planning: getting the plan right (Section 8.1)
- Engaging in WfD activities: depth of engagement (Section 8.2)
- CDP projects and hosted placements: the chance to learn on the job (Section 8.3)
- Employment placement: ready for a real job (Section 8.4)

The CDP is expected to support and resource a job seeker to transition along this pathway from welfare to work and contribute to making their community a better place to live (see the CDP Logic Diagram in Appendix A). The following four sections discuss when the CDP works, to what extent it works and why, and what the challenges are that need to be overcome to make it work better. At the end of each section are suggestions for improvement.

8.1 Assessment of job seekers and creating a job plan

Getting on CDP involves an assessment by Centrelink to determine whether the job seeker is required to participate in CDP to fulfil mutual obligation requirements. If they are not required to participate they may volunteer. If required or if the job seeker wishes to volunteer an appointment must be made for the job seeker with the CDP Provider by Centrelink in the employment system. If the job seeker is required, they must attend this appointment with the CDP Provider or they will be non-compliant, and if they don't attend they risk financial penalties to their income support payments. When the job seeker attends the appointment with the CDP Provider a job plan is drafted and discussed. Ideally, the job seeker agrees and commits to the job plan and the CDP Provider records the details in the IT system. The CDP Provider is remunerated when the job seeker attends.

When it works: The community and stakeholder views were that CDP works when there is a good assessment of the job seeker and the job plan that is developed suits their needs with incremental goals that are achievable. In that case, the job seeker is more likely to attend and engage in the activities developed with them. CDP Providers felt the initial stage of assessing the job seekers was vital for understanding their potential and deeper engagement in the CDP. Aboriginal and/or Torres Strait Islander CDP staff were considered essential to getting more detailed information, better communication and understanding the job seeker's circumstances. CDP works better when using a strengths-based approach, empathetically exploring barriers rather than shaming through lots of questions and when choice is provided to the job seeker in the job plan.

Extent to which it works: Participants viewed that good assessment of job seekers did not happen all the time, and there were many challenges for both the CDP Provider and the job seeker in creating a good job plan. Some survey respondents felt neutral at the initial meeting with the CDP Provider (30%); however, a fifth (20%) felt good and a few felt bad (9%) (see Figure App 10 in Appendix J, Q5b). Qualitative information suggests that job seekers are neutral when they are feeling very unsure of the processes and feel bad when they are confused and overwhelmed by the complexity of all the paperwork between the CDP Provider and Centrelink customer service. Those who felt good said that



the CDP Provider made them feel cared for and that the plan was tailored to their individual support needs, skills and aspirations for work.

Some survey respondents did not know they had a job plan, even though they are required to sign off on it. There were 42% who felt neutral about the process of creating the plan, but this was mainly because they were not familiar with it. Some felt good (45%) about their job plans because they had a clear goal or vision for what they wanted to achieve out of the CDP or they felt the CDP Provider was showing they were there to help and support them. A good job plan makes job seekers feel valued and respected. Some (13%) said they did not like the process because it was shaming or embarrassing answering lots of questions.

Some stakeholders felt that many job seekers were not often properly assessed and felt that some activities were highly inappropriate for their abilities, temperament and/or mental or physical health conditions when considering workplace health and safety¹⁴.

Some stakeholders also suggested that disadvantaged job seekers were bound to get cut off because their specific conditions were barriers to attendance, which would lead to suspensions and cancellations. These job seekers also had minimal self-agency, which limited their ability to re-engage with Centrelink or CDP Providers.

“The reason some of these young people are not working is because they just don’t have the capacity to do so, so why does the government think they have capacity to turn up to Work for the Dole every day – then punish them when they don’t?” Stakeholder

Challenges for assessment: The main challenges were limited access to good physical, psychological or occupational assessments in remote communities and job seekers not attending their appointments.

Many CDP Providers feel that the process of assessing job seekers by Centrelink could be better resourced to improve the detection of special needs, health and other required support; conditions to be able to determine work; or exemptions. In particular, they said that the assessment of non-visible ailments such as poor mental health, seizures (common for trauma sufferers), epilepsy, behavioural conditions (common in people with FASD), chronic fatigue or chronic pain were often undetected.

“Improve assessment by DHS – a lot of job seekers are considered compellable when [they] have significant barriers that prevent them from participating. More funding to DHS will allow quality face-to-face assessment of barriers and also local knowledge utilised in compliance processing.” CDP Provider

Across all communities, a few community members and some CDP providers felt there was little support or help in dealing with social problems or substance abuse which is outside the scope of CDP.

“It is very hard to get the hardcore non-attendees, as money is not a motive. And even when we have run courses they said they are interested in, they are a no-show. When we go and talk to them and offer help for [methadone] addiction or other drugs they say they do not want help and we are left not really knowing how to move forward. We often refer them to Health Department and other organisations that may be able to offer some assistance, but they also hit a brick wall. So we are sometimes just not sure where to turn next for help.” CDP Provider

Several CDP Providers mentioned the importance of being proactive in their approach to job seekers, but said they are more reduced to being reactive because of the time they have to spend on

¹⁴ See workplace health and safety requirements at <http://unemployedworkersunion.com/wp-content/uploads/2016/04/CDP-Guidelines-Handbook-7-September-2015-FINAL.pdf>



compliance issues. One CDP Provider suggested that if they had time they would use surveys to find out why job seekers are struggling to attend and what they can do to help to re-engage them.

CDP Providers said some job seekers were not attending appointments they had made for assessment¹⁵. A few job seekers who did not attend their assessments said that sometimes they are so emotionally and mentally exhausted from the frustrations of dealing with “government” that they were physically incapable of getting to their appointments made by Centrelink. In most communities, stakeholders said that the specialist who undertakes assessments only visits communities every few months. This meant that some job seekers would be pending assessment and not compelled to attend CDP until they were assessed. When people were told they need to attend an appointment for an assessment many weeks in advance, this was often forgotten and the appointment not attended when it finally came due. A few CDP Providers felt that when job seekers became savvy to the process between Centrelink and CDP Providers they would “*work the system*” by making and rescheduling appointments, thus avoiding attendance. These job seekers were very hard to engage.

Challenges for planning: The job plan is an administrative process undertaken by the CDP Provider and the job seeker. Based on the qualitative interviews, there seemed to be two approaches adopted by CDP Providers to create a job plan. Using the right approach for the job seeker is a challenge for CDP Providers.

1. Fast and friendly CDP Providers said that to get job seekers settled into an activity, they preferred to place them with someone they knew (friends or family). This way the job seeker feels comfortable about coming to CDP and is active straight away. CDP Providers said this decreases the “*administrative and impersonal*” feeling of the induction process and “*buddies*” the job seeker up with someone they feel comfortable with. They said the aim of their strategy is to build confidence, particularly with young people or women or those who are shy. CDP Providers said a strategy like this works when the social or cultural structures support the job seeker and make them feel like they belong.

The findings from job seekers were that a sense of belonging is important to people in Group B and Group C. They said that when they were assigned to an activity it has to make them feel welcome to build their confidence, otherwise they may not feel safe. They said they would be influenced by the work ethic of a good role model and be actively engaged (often said to be ‘effort showing’).

Sometimes this approach was not a considered strategy, as some CDP Providers said they simply did not have time to do the full administrative process for every job seeker when they arrived for an appointment. They said it was more of a “*get them in and get them started*” approach, and over time they would assess and work out the individual job seeker’s desired pathway, skills and talents.

“We just ask them who they want to work with. This way they don’t feel shame or have issues with cultural taboos. It’s not about what they are good at or want to do yet, it’s about just getting them in and involved.” CDP Provider

This type of approach did not work well when there was not a group with the right fit that resonated with the job seeker. The process could feel impersonal, and the job seeker did not feel valued or worthwhile. This is particularly true of Group A and Group D job seekers, who want to focus on a career plan. When job seekers felt like this, it undermined their confidence to become engaged in the activity and demotivated their attendance. It also did not work well if the teamwork dynamic changed negatively when a new job seeker joined.

2. Slow and thorough These CDP Providers felt that it was important to have a very detailed and in-depth understanding of each job seeker. They may hold assessments with some job seekers over several days until they can determine a pathway, level of skill and talents. Where CDP Providers felt there were barriers or challenges for some job seekers, they would request more assessments to determine if the job seeker should be exempt or needed special considerations or could only work

¹⁵ Summary of mutual obligation requirements including appointments can be found in <http://unemployedworkersunion.com/wp-content/uploads/2016/04/CDP-Guidelines-Handbook-7-September-2015-FINAL.pdf>



under certain conditions, such as is true for Group B job seekers with complex needs. This approach also works with people in Group A and Group D who want a clear career plan and pathway to a job.

"I just want to get to know them and their capabilities before I put them with an existing crew. Sometimes you don't know if they have problems till they get going, and this can cause problems with the others if you don't watch it. Like behavioural problems or anger management or conflict with others in the community." CDP Provider

Small incremental steps that are achievable and well planned for participants were said to work well particularly for those with lots of barriers to employment. Seeing these small achievements made CDP Providers feel pride and it increased their job satisfaction.

"I feel good when I see people grow in confidence because they are on their little pathway doing things that they want to do. Some people surprise me, what jobs they are interested in, and I try hard to make that possible for them." CDP Provider

Regardless of which approach was adopted, the research found that having local Aboriginal and/or Torres Strait Islander staff working in the CDP was critical in gaining important background knowledge and information about job seekers which helped in assessing, planning and managing the induction process better.

Authors' suggestions for strengthening CDP Simply compelling people to attend does not seem to sufficiently engage job seekers in the CDP. There is opportunity to improve the experience at the initial assessment and during job planning to help increase attendance and ongoing participation in the CDP by using more Aboriginal and/or Torres Strait Islander staff. Also, the access to physical, psychological and occupational assessments could be improved. Further research on how the CDP intersects with the National Disability Insurance Scheme in remote communities is needed. Improving the data management between Centrelink and CDP Provider can minimise the administration burden for staff and "back and forth" for job seekers. Use the assessment and job plans to motivate job seekers by better targeting activities that will suit them. Customise and share the plan so the job seeker takes ownership of it and can commit to a pathway to employment. Use of alerts, SMSs or other ways to give timely reminders to job seekers of their assessment appointments and CDP appointments, should take into account their limited access to online dashboard, emails and phone connectivity.

8.2 Work for the Dole activities

The CDP is expected to provide real pathways to long-term job outcomes and put an end to passive welfare (see the CDP Logic Diagram in Appendix A). To do this, the CDP is resourced to provide WfD activities that are intended to be work-like activities. Importantly, the CDP will only be successful if job seekers first attend then engage in the CDP activities and training. Attending CDP is very different behaviour to engaging in activities. The depth of engagement was often referred to as "*showing effort*" or "*being active*" in the activities. The CDP has applied strategies to get job seekers to attend and engage (Appendix A) and it is expected to work because:

- a compliance framework with financial penalties will increase attendance (the 'stick' gets them there)
- activities that are decided by the community will be more engaging (the 'carrot' keeps them there)
- quality activities will increase transferable skills and job readiness (the 'exchange' makes it worthwhile)



- increased participation will lead to increase in work ethic (the 'norming' makes it good to be active).

Each of these strategies of the CDP are expected to result in good attendance and engagement outcomes. The reasons job seekers attend and engage in WfD activities and the extent to which they do was investigated in the research.

8.2.1 Penalties and compliance: Applying the stick

The compliance framework is designed to encourage job seekers to engage with their CDP Provider, undertake activities and actively look for work to meet their mutual obligation requirements. If job seekers do not engage or attend, the CDP Providers report non-compliance to the DHS, which makes compliance decisions under social security law, including suspending income support payment and applying financial penalties (no show, no pay) if job seekers do not have a reasonable (valid) excuse for failing to comply with their requirements.

When it works: Compliance was a key tool used by CDP Providers for increasing attendance, but *only* when job seekers truly understood the implications of non-attendance and understood which reasons were valid and which were not. CDP Providers said that when local Aboriginal and/or Torres Strait Islander CDP staff worked with job seekers there was better information about who had valid reasons and who did not, which minimises unnecessary penalisation. When CDP Providers are proactive on compliance it can help to increase attendance.

“... through use of a daily follow-up list with outreach to client homes to locate non-attendees ... and increased use of intervention management.” CDP Provider

Financial penalties were not viewed as effective: did not work as a blunt tool. CDP Providers who worked hard to continue engagement with job seekers when they had been cancelled or suspended were more successful in not only re-engaging them but in keeping up engagement. A key finding of the research was that job seekers who were followed up felt valued and respected as clients of the service and cared about as individuals. Reciprocity occurred, so that job seekers who felt the CDP Provider would help and respect them, would attend and then engage in reciprocal respect. This reciprocity was stronger for Aboriginal and Torres Strait Islander CDP Providers, perhaps due to the community ownership of the organisation or the Aboriginal and/or Torres Strait Islander staff who could best manage home visits appropriately. Certainly, in these cases 'the stick' or the compliance framework was the catalyst for attendance, but the real motivation for attendance and engagement was the actions taken by the CDP Providers that built respect and reciprocity.

Extent to which it worked: Applying financial penalties has minimal effect on Group A job seekers, who are not motivated by money, and Group B job seekers, who have too many barriers to attend even if they wanted to avoid a penalty. Group C job seekers may have always been compliant regardless of penalties being applied because they are the providers for their family and like routine, structure and responsibility. Group D are motivated to attend by the quality of activities and if there is a worthwhile exchange for their time, but they will not waste their time even if it means being penalised.

The CDP Providers who completed the online survey had mixed views about why job seekers attended, with half saying they did so to avoid financial penalties and the other half thinking that penalties did not work. Some CDP Providers felt that attendance may appear to have increased, but this was only due to the improved record keeping now required with the application of the compliance framework.

The compliance system appears to be driving some job seekers to attend but at a low level of engagement (i.e. showing effort or being active). When asked about their CDP story, a few community members said they are just filling in time for their Centrelink money (4%), a few others said they are feeling it is unfair to exchange the value of their work for only the value of the income support money (9%) (i.e. with no top-up, or they see it as working for free labour on government



projects, or they are not being equivalent to award wages for the task). Other comments were that income support money is not enough to live on (5%) or they miss the top-up money (6%). Community members said they are not motivated when they feel that activities do not lead to real job (8%), particularly if they are boring (3%) or repetitive (3%) (Figure 14).

The qualitative research identified that the negative feelings people have about the financial consequences of non-compliance, the unfairness they feel or lack of social justice to access and manage the compliance system, and particularly the labelling of the activity as “work for the dole”, is eroding the goodwill of the CDP. There were negative sentiments about the financial penalties that indicate they are not particularly effective in changing behaviour or engaging job seekers in the CDP.

“You can cut [financially penalise or suspend income support payments] them to make them turn up, but you can’t get them to actually do anything when they are here – so what’s the point?” CDP Provider

“Our clients will drop everything to attend culture meetings and laws. Funerals would also have to be one of the highest reasons. Clients do not attend for a number of facts, which include cultural beliefs, funeral arrangements which can exceed into months.” CDP Provider

“Drop the term ‘work for the dole’ and give it a more inspiring name. If you label people poorly they will live up to that label! And again, lose the term ‘work for the dole’.” CDP Provider

“Treat people with respect, show some empathy and benefit of the doubt. Smacking people with a breach as first approach does not work.” CDP Provider

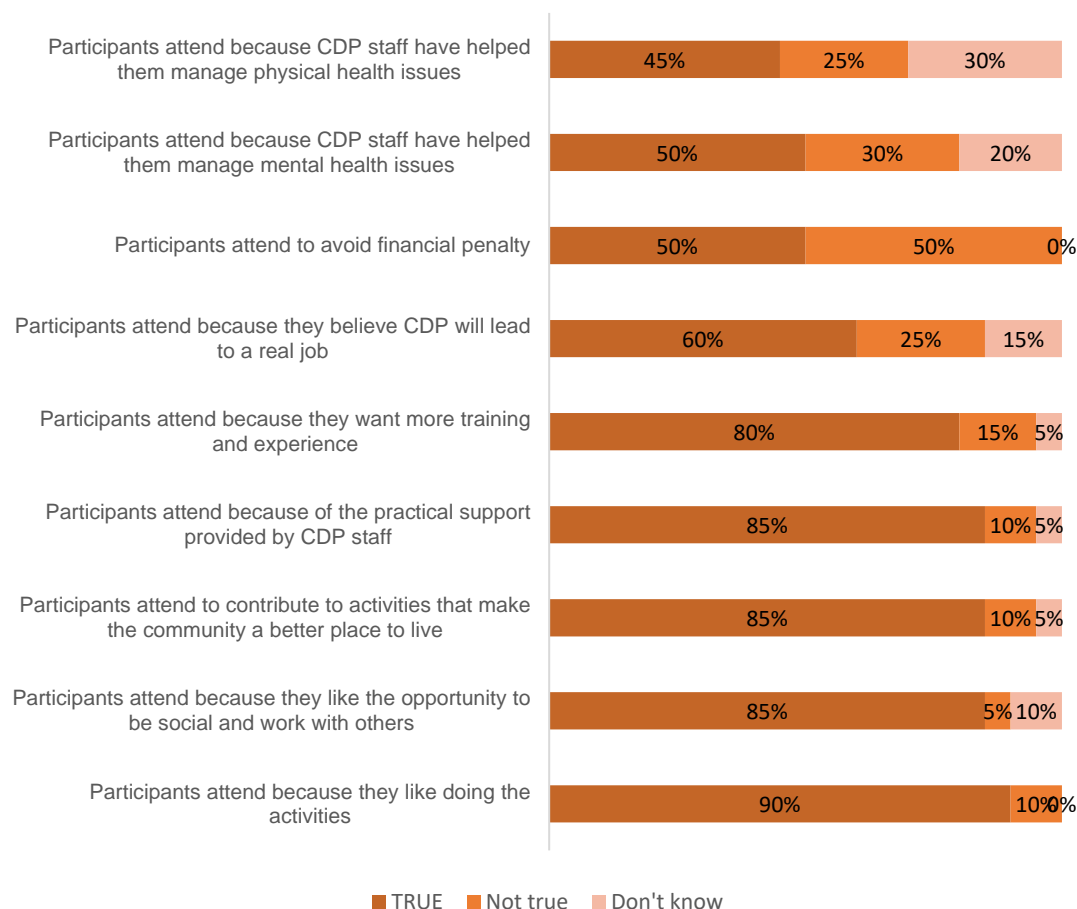
Some respondents across the eight communities expressed strong feelings about aspects of the CDP policy, in particular the requirement to attend five days a week and the use of financial penalties for non-attendance. Community members often do not distinguish between the policy and the CDP Provider as their lived experience is through the service provision. Some have little to no understanding of the policy behind CDP that directs the CDP Providers, so CDP Providers often bear the brunt of the frustration of job seekers.

Some respondents expressed shame, depression and/or anger because they feel they have no choice or control over their life. They feel they do not have a choice to participate in the programme (mutual obligation compels them). Nor do they feel they have choice in what activities they participate in; poor job planning may mean that CDP activities are not meaningful to some participants or perhaps do not help them feed their families.

Some respondents reported feeling that they are not treated with respect or dignity. Some felt dehumanised by the application of financial penalties, and mutual obligation made them feel “*shame*”, with no freedom or choice, for example, to go hunting or fishing for themselves. Many respondents felt that the impact of the CDP was to create anger, depression and/or shame.

Qualitative data suggests that some job seekers have significant barriers to participation in activities, but there are a range of reasons as to why that may be the case (problems with physical or mental health, family problems, cultural obligations and community conflict). When these barriers exist, and are not specifically addressed in the job plan, disadvantaged job seekers struggle to attend. The intended mechanisms in the compliance system seemed to have little influence on these job seekers’ attendance.





Source: CDP Provider Online Survey A3 Participants attend because...
Base: n=20; 1 missing

Figure 10 CDP Provider views on attendance drivers

The CDP Providers who completed the online survey had mixed views about why job seekers attended activities. Half felt that participants did so to avoid financial penalties and half did not. Most (90%) said job seekers attend because they liked the activities, or because they wanted more training and experience (80%) or that they would attend if they believed there was an opportunity for a real job (60%). They felt that job seekers would attend if they could socialise (85%) or contribute to make the community a better place (85%). There was less agreement about the different types of support provided by CDP to help job seekers attend. Many (85%) felt that job seekers attended because of the practical support the CDP Provider gave, and around half felt that job seekers were able to attend because the CDP Provider helped with physical health issues (45%) or mental health issues (50%) (Figure 10).

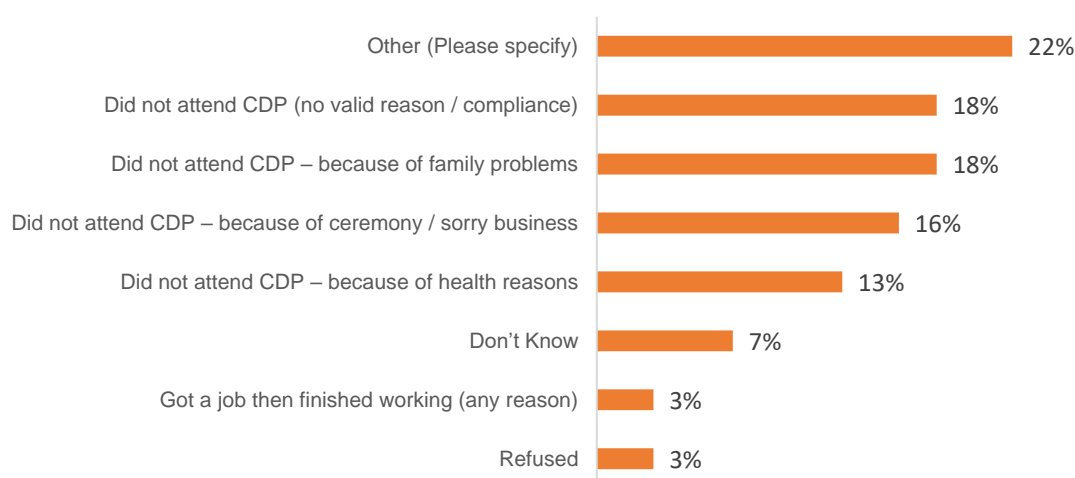
Twenty-five per cent of community member respondents said they had experienced a financial penalty or received less money from income support as a result of non-compliance with their attendance obligations, and 54% said they had not received a penalty.¹⁶ Of the 222 survey respondents who said they were penalised, 68% (n=151) were penalised more than once. Women indicated they had experienced a penalty an average of 3.4 times, and men stated an average of 4.7 times. The average length of time survey respondents stated they were cut off on the last occasion

¹⁶ There were 13% who said they did not know and 9% who declined to respond. Base n=905; n=936; 31 missing



was 43 days, with the range being 1–750 days and the mode 56 days. Half of respondents stated that they were cut off their income for 14 days or more.

Under the compliance framework there are a number of valid reasons for non-attendance that should not result in a penalty.¹⁷ Job seekers must also give prior notice of their inability to attend if it is considered reasonable to do so. Only 18% (n=39) of the penalised respondents stated that they had no valid reason the last time they were penalised; 22% stated 'other reasons' for non-attendance, 3% declined to answer and 7% said they didn't know. It is clear that job seekers are still confused about providing prior notice or the reasons for valid non-attendance, because community members felt a penalty had been applied for reasons that are valid, such as health reasons (13%) and cultural leave for ceremony or funerals (16%). A small group (3%) said they were penalised after finishing working on a job or project, and 18% stated they had family problems (domestic violence or family fighting) (Figure 11).



Source: Q15. Thinking about the last time, what was the reason you did not attend CDP and got a penalty?
Base n = 222; total n= 936; 714 missing

Figure 11 Reasons for receiving a financial penalty

Challenges: Qualitative research found that when job seekers do not believe in the underlying CDP theory, that is, that their participation will lead to a real job, they are conflicted. Without optimism in the outcomes of CDP activity, not doing it may incur penalties and doing it has no gain (no job opportunities). Accordingly, some job seekers may avoid financial loss through attendance, but remain reluctant to show effort for no gain. Previous research has found that when people cannot see the point of doing something, they will start to demonstrate satisficing behaviours, that is, doing just enough.¹⁸ Job seekers engage at a superficial level and only do enough to maintain their Centrelink money by just attending.¹⁹ The unintended consequence of applying a compliance framework is that some job seekers do not, in general, optimise at a deeper level of engagement and therefore cannot get the most out of participation through effort showing. Ultimately it becomes a cycle of not putting in effort and not being active and learning; then they do not get a job, which confirms their belief that the CDP is not working. A sense of humour is a strength when people feel frustrated and is often observed in research studies with Aboriginal and Torres Strait Islander communities.²⁰ Some job

¹⁷ <https://docs.jobs.gov.au/documents/job-seeker-compliance-framework-guideline>.

¹⁸ Rubinstein, A., & Salant, Y. (2011). Eliciting welfare preferences from behavioural data sets. *The Review of Economic Studies*, 79(1), 375-387.

¹⁹ A 'satisficing' path permits satisfaction at some specified level (financial security) but it does not satisfy higher level human needs like self-esteem or belonging.

²⁰ Fredericks, B. (2008). Making an impact researching with Australian Aboriginal and Torres Strait Islander peoples. *Studies in Learning, Evaluation, Innovation and Development*, 5(1), 24-35.

seekers openly used humour with the local researchers when discussing their low levels of engagement, such as stating their inactivity as a CDP activity, or stating they will “*sit down for sit down money*”.

“When I go to [CDP Provider] I do activities like drink cup tea and biscuit, smoking cigarette.” Group A job seeker

A few job seekers are learning the work-arounds and how to satisfy their needs to fit with their belief system. If they believe they are not valued or their work is not valued (i.e. not paid extra above income support for working), or they believe the activity is not contributing to their community values, they will not do any work of value. If they believe that the activity will not lead to a real job they will not put effort into learning the activity. Similarly, if the activities are boring and repetitive and limit learning opportunities that will lead to a real job, then there is even less incentive for job seekers to show effort and engage in the CDP at a deeper level.

The first thing most community members wanted to talk about was their perception of the prevalence of people with no income support or income from any source in their community. There were 11% of survey respondents who stated that they were not on income support payments and were not currently working (Appendix J Q5a). In some qualitative discussions, respondents mentioned that the time people are without income from any source can be months, with some cohorts such as young males thought to have been without any form of income for 12–18 months. The survey data indicated that those respondents who said they were cut off from Centrelink were on average without income for 43 days. The research found that the reasons some job seekers said they did not re-engage with their CDP Provider after they had been suspended or cancelled was either a lack of capacity or self-agency to do so. This was felt to be because of the complex service system with limited access for Aboriginal and Torres Strait Islander peoples. A few job seekers also said they were avoiding negative feelings of shame, humiliation and loss of dignity.

Qualitative research through storytelling demonstrated a diverse range of contexts for job seekers. The stories suggested that those not complying with attendance requirements, may have a number of barriers to attending, including:

1. the lack of intellectual capacity to understand consequences and the cognitive capacity to make, remember and recall decisions due to physical conditions, for example, people with FASDs
2. ability to make decisions because of circumstances where others exhibit controlling behaviours over their lives; for example, women who experience family violence may not be permitted to leave the house or they may feel too shamed
3. status or standing in cultural law to defy decisions made by others in positions of authority, for example, young people or adult men who have not been through ceremony
4. the decision based on optimising collective gains for the social group and not optimising individual gains or self-interest
5. they practise traditional culture in which spiritual benefits far outweigh the costs of a financial penalty or ambition to work.

“That [government] mob are funny, saying they want us to restore culture but then they have no respect for it at all; they think teaching us that ticking a box on a piece of paper [attendance form] is the most important thing we have to do every day. All my mob want to do is work, do a real job that helps their people. CDEP was real jobs in the community, this CDP is UB [unemployment benefits], sit down, activity money. They don’t feel like they are doing real work. Let them come to work, get paid; if they don’t come, don’t get paid – simple. They will understand this, and they will come when they can and won’t come when they can’t [cultural obligations]. Let them do things they know need doing in the community so they can be proud. Stop making people feel like they are the criminal for not having a job or having to look after their family and business [culture].” CDP Provider



Authors' suggestions for strengthening CDP: In the CDP Providers perspective, a lot of time and resources are applied to maintaining records to administer the compliance framework with little increase in attendance. In fact, there is some views that the compliance framework potentially has the unintended consequence of deterring the deeper engagement CDP requires for improving job readiness and employability. Disadvantaged job seekers should not be penalised for their incapacity to attend, nor for their inability to communicate with or navigate complex regulatory systems. Simplify the compliance framework requirements. Decrease the administration burden of compliance on the Centrelink service centres and CDP Providers. Improve the customer servicing response times and the empathy and cultural competency of the Centrelink staff who work with disadvantaged remote job seekers. Improve the ability for inter-agency data management to minimise the burden on both staff and job seekers. Aim for customer-centric public service improvements in the administration systems.

8.2.2 Making the community a better place: where's the carrot

The CDP guidelines outline that community consultation and planning for activities should be done with the community. It is expected that an activity that makes the community a better place to live will resonate with its residents and will be more engaging for job seekers (see the CDP Logic Diagram in Appendix A).

When it worked: The research found that where the community can see the visible results of the job seekers' work on an activity, it can create feelings of pride because it contributes to making the community a better place to live for everyone.

"The difference is noticeable when you go into a community if there is an active CDP programme; the community is proud of what is happening." CDP Provider

Community engagement and consultation were common themes for community members and CDP Providers for ensuring that the activities are seen as "*community-driven*" and are "*very much community-based and -focused or enjoyable to participate in*". Seeking agreement from the community and better understanding their wants and needs were highlighted as important strategies by CDP Providers.

"All activities are designed and planned by local Indigenous staff and participants in consultation with the broader communities to ensure they are valuable and relevant to community priorities and aspirations". CDP Provider

CDP Provider respondents also raised the importance of building an understanding of the "*worth of the program*" and the "*benefits of participating*" among job seekers and the wider community through education and awareness, job plan appointments and clan group meetings. These are all important ways to motivate job seekers and to address community priorities. One way to do this is to employ more local Indigenous staff in the CDP.

"We employ a large number of local staff. This does not improve attendance but does assist in harmony and respect in community and supporting job seekers that do attend." CDP Provider

People in communities where traditional language was their first language or participation in traditional ceremony was high, particularly if the community also had a missionary background, were more likely to say that seeing the results of their labour in the community is important for them. Activities that fostered a sense of culture or connection to their Aboriginal and Torres Strait Islander traditions or their post-colonial religious history – such as renovations to churches, upgrades of roads to ceremonial sites or activities that assisted participation in spiritual activities or ceremony – were highly regarded by community members.



People in communities where there were signs of community empowerment from other community decision-making capacity-building programmes were more likely to state that showing others how to look after community is important for them. This engendered community pride and self-determination to work for their community to become a better place to live.

Extent to which it worked: Most CDP Provider online survey respondents indicated they offered community planning to design activities. However, many felt that real community planning had to be long term, and often activities could only be short-sighted due to funding and contractual constraints.

“After the completion our plan in community 2018. Unsure as to the rollover or extension of our contract restricts long-term planning.” CDP Provider

Most of the CDP Providers said they tried to offer community-led activities, but many said they still had barriers and challenges to funding them. The money CDP Providers are paid to run activities is based on the number of attending job seekers. The challenge is that low attendance affects organisations’ payments and financial ability²¹ to invest in these types of community-led activities. A history of poor outcomes and no financial freedom limits how much CDP Providers can trial or experiment with different activities.

“We are doing [community-led activities], but low attendance in existing activities and previous activities makes investment in more not financially viable. Employing more supervisors and investing in more resources that does not translate to higher attendance is difficult to justify. PMC maintain that we need to do this as the attendance will follow, but historically and feedback from our communities, tells us this is not the case. Our provider performance suffers as a result of this. If it was as simple as more activities, we would do it!”

CDP Provider

The historical legacy of disempowerment in remote Indigenous communities has resulted in some individuals having learnt helplessness. In this research, they expressed their lack of opportunity to enter the labour market. The discourse that has occurred since CDEP ended, super shires commenced and the NTER intervention has been one of ongoing disempowerment, disillusionment and deprivation.²² The compliance framework is seen by survey respondents as a punitive measure being used to control and hold back the advancement of Aboriginal and Torres Strait Islander peoples.

“For Aboriginal people CDEP wanted to work properly, until Aboriginal people have control of the day-to-day running process of the programme. They [CDP] always had a nose peg and the direction weren't ours. For us the CDP needs to be run by us, and we must have control of submission budget planning, etc. In the past we workers and broke all participants in family groups, we had our own budget to work with, and we made it work. Now nothing.”

Community members

“Disengagement of key community members means it is less likely for younger people to engage and participate.” CDP Provider

“We have had great success with TO [Traditional Owner] assisting to get job seekers to training. However, in a lot of communities they are losing their culture and even the TO and Elders don't have any power.” CDP Provider

²¹ 7 September 2015 Community Development Programme Guidelines Handbook

²² National Partnership Agreement on Remote Service Delivery Evaluation 2013

<https://www.pmc.gov.au/sites/default/files/publications/npa-remote-service-delivery-evaluation-2013.PDF>



The policy reform aimed to create a more demand-driven employment service with alignment of training to the labour market.²³ When a labour market does not exist, or is extremely weak, there needs to be pragmatic planning for self-determination and a vision for locally run communities. The community wants all the jobs currently undertaken in community (mostly by non-Indigenous workers from outside the community) mapped to job plans with long-term training to align local job seekers to those jobs. This empowers communities to be run by local people, which in turn creates community pride.

"[Aboriginal] people are willingness for a job to do but don't want power from elsewhere to control us, we [Aboriginal] know who is our leader in our tribal clan, and we listen to our leader. We have got this job opinion within us for doing. I see of this [CDP] it's not really a permanent job for people. [Aboriginal] people had been struggling to put themselves into this position to have a proper job, compare to CDEP all [Aboriginal] people had a job. [CDEP] it like bring them together in one as self-determination, it was under [Aboriginal] organisation. People that time had authority and power in their own community, working well. The power not got into it [CDP] and [then] people destroy their property and it didn't went well." CDP Provider

Challenges: The lack of skilled staff to run the activities was highlighted as a barrier to offering more of these community-led activities.

"Inability to hire and retain skilled staff. Inability to have long-term staff willing to commit to providing innovative activities for engagement." CDP Provider

Obtaining funding, the complexity of navigating planning, land ownership and community engagement and planning were also flagged as challenges for these types of projects.

"The complex nature of land tenure and funding opportunities in remote communities makes it difficult to deliver tangible results, for example, trying to get [infrastructure] built is a town planning, funding, land ownership, community consultation nightmare." CDP Provider

Another issue is the complexity of communities that have multiple jurisdictions funding different elements of public works or public services. Often the over-regulation of discrete communities is such that getting permission to do an activity or getting a partnership with several agencies has too many barriers.

"In small communities there are lack of opportunities to create more work that is not currently undertaken by Council." CDP Provider

"There are only so many activities that can be offered in a community" CDP Provider

A meaningful activity is one valued by the people who feel it will make the community a better place and lead to a real job. A diagram was drawn by a survey respondent to illustrate the frustration in the community. It has been converted to a graphic for this report (Figure 12). This activity was said to have the potential to be meaningful for community, but it lacks the creation of real jobs. The community members had identified a need to clean up the community and reduce the size of the rubbish tip. The CDP Provider worked with the community to create an activity to pick up rubbish. However, what the job seeker wanted was a real job working for the council in waste management. The community valued a clean community and wanted to stop the rubbish tip expanding and to implement recycling. The local council, however, did not want to invest in recycling equipment and did not have any jobs. The Council contracted the waste management to a commercial organisation that

²³ Hon. Nigel Scullion December 6, 2014 "Our reforms will create a responsive, demand-driven employment service that reduces red-tape and puts an end to the culture of sit-down money." <https://www.nigelscullion.com/media-hub/indigenous-affairs/more-opportunities-job-seekers-remote-communities>



only comes into the community once a week and does not hire locals. This company is also said to just dump the contents of the truck, with little regard for the rubbish spreading at the tip.

This is an example of an opportunity for a community development activity to create an intermediate



labour market that is aimed at environmentally sustainable waste management. However, neither the community nor the CDP were involved in the council decision to outsource waste management. This activity will never lead to a real job; it will just be picking up rubbish for Centrelink money. It ceases to be meaningful to CDP participants with no real exchange. The drawing depicts the humour of the CDP participant who drew it: *"Better go drink some cans and drop them so the men have something to do on Monday."*

Community member

Figure 12 Drawing of CDP activity experience

Authors' Suggestions for strengthening CDP: Empower communities to participate in the economic decisions made in their communities. Strengthen the capacity for more local jobs to run the community, creating a local labour demand through community development. Change the procurement of external contractors to encourage real apprenticeships and full-time job contracts for local job seekers. Improve the funding security of government contracts so that employers can commit to more permanent positions and development of local staff.

8.2.3 Quality of activities: making the exchange worthwhile

The CDP service is expected to provide good quality activities that increase transferable skills and job readiness and improve employability (see the CDP Logic Diagram in Appendix A). That is, the job seeker should gain something in return for their engagement in the CDP. The CDP Provider is remunerated when the job seeker gains employment.

When it works: The research found that job seekers expect that the time they spend at WfD is a worthwhile exchange, and that for it they get increased skills, knowledge or employment potential. The research identified that community members perceive quality activities to be ones that have a number of attributes. Where these attributes are present, motivation to participate is increased and engagement or effort showing is strengthened. If they are not present, resistance is created.

Community member survey respondents said job seekers are motivated to attend when:

- activities interest or suit individuals, and are not repetitive or boring
- there is optimism that the activity is a pathway that will lead to a real job
- they believe they can do the activity and others will support them
- it fits with their self-identity (they could see themselves doing that type of job).

Survey respondents said an activity is worthwhile when:

- it keeps them busy and active
- it challenges their mind and body

- they are learning new skills and getting experience
- they are learning what it means to be an employee.

The physical environment that makes the exchange feel worthwhile is one where:

- the work environment is comfortable and safe (culturally, socially and physically)
- the activity is visible to others and is making the community a better place to live.

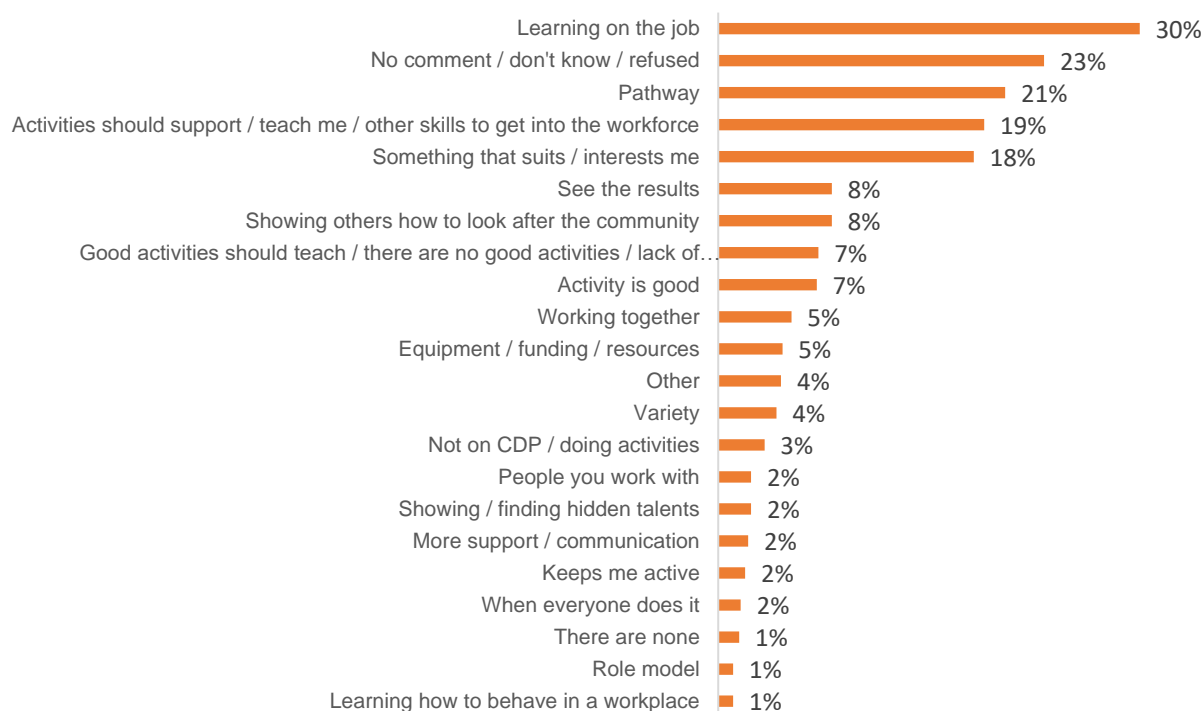
Survey participants said job seekers feel an activity is worthwhile attending when:

- social norms are in place: others do it, others think I should do it and I think others think I should do it
- there are positive social influences: people I respect endorse it, people I want to be like do it
- social groups validate the activity (community-led decisions are openly endorsed and supported by social groups)
- it creates social environments that provide enjoyment through the people in the team and team dynamics.

Different elements of the above motivate different job seekers. Community member survey respondents viewed activities in different ways; however, the one term that seems to underpin 'quality' is whether the activity is 'meaningful' and whether it was worthwhile to do. It is meaningful and worthwhile when there is a genuine exchange such as learning on the job (30%), a pathway to a real job (21%) and that the activity should support them to gain new skills (19%). Survey respondents also said that activities being of interest to them was important (18%) (Figure 13).

The diversity of responses for the questions about activities was collected through qualitative storytelling which means that some respondents talked about what *should* be present for a good activity (i.e. 'should teach' 7%) even if that was not happening, and these were distinctly different answers from those about what good activities *did* have (i.e. 'teach me' 19%). A number of other responses were only mentioned a few times, demonstrating the diversity of perceptions across the eight communities (Figure 13).





Source: Q4. Can you describe/tell me what a "good quality CDP activity" means?
Base: n=936; total responses n = 1661

Figure 13 Definition of a good quality activity

This research found that the more work-like the activity, the more likely CDP participants were to attend and engage. However, if the community members felt that the *work-like* activity was actually just labour for the dole with no worthwhile exchange of skills, knowledge or beneficial gain for the CDP participant, they would be more likely to disengage. As people move along the pathway closer to a job, their experiences tend to improve to the point where the majority stated they are feeling positive when working in a hosted placement or working for an employer. CDP activities that are like a real job create the same positive feelings as working or being employed (Appendix J Q5b).

People who lived in townships in the research were more likely to say a good activity was one that had learning on the job and a clear pathway to a real job. People in prescribed Aboriginal and Torres Strait Islander communities were more likely to feel that good activities are those that help the community or can be seen in community.

"Sometimes I see the young men doing welding fences and landscaping. I think that would be a good activity, working outside and helping and doing good things in your community."

Community member

"Making things and selling them, showing all workers the business side of things. How to make a profit. Recycling and constructing; it would be a good activity for both genders."

Community member

"CDP activity is sort of good for start to walk on the pathway." Community member

The research identified that a number of different social standards about work that drive attendance behavior (refer to section 8.3 for more detail).

The extent to which it worked: The research findings showed strong themes from the community members surveyed that they valued training and, in particular “*on the job training with certification*” not “*going back to school*”. Some CDP Providers said that “*tick box trainers*”, who may have passed people in the past to gain payment, have been reduced and that training standards have increased. There is more understanding about the need to increase the support, time or style of training for Aboriginal and Torres Strait Islander job seekers. CDP Providers find there is more flexibility to adapt training programmes to work better for local needs and community-led activities.

There was a feeling by CDP providers and community members that there has been an increase in young people undertaking education and study courses as alternatives to activities. Young survey participants felt they had more options to study things that they were interested in than the options available for activities. Young survey respondents also preferred to work in peer groups than with the older job seekers.

Three-quarters (15/20) of the CDP Providers in the online survey indicated that they offered activities that meaningfully contribute to job seekers’ skill sets for a job that is obtainable in community. Some community members did not always feel that the activities were meaningful.

“I first got on CDP when I started on job search payments, and they made me look for jobs. I found a job ... for five months, but that ran out, and then I had to go on CDP and do activities. I was looking forward to it too, but when I showed up, all we did was sit around doing puzzles, colouring in books and some sewing and craft. My mum got angry and asked the boss how these activities would help me get a job. When they had no answer for her, she told me not to go back. I stayed away for about a month then they threatened to cut my payments, so I had to go back. I didn't like it, but I didn't want to be cut off money either.”

Community member

Community members overall want more training. The policy shift to ‘get rid of training for training’s sake’²⁴ has not aligned with the expectations of the community member respondents, who have experienced this as a reduction or lack of training in the programme. They also feel training is the most important thing to enable adults to get work in the future. Many community member respondents feel that job seekers really value incremental training and see the programme as an employment service, not as free labour in a WfD scheme, but they are not getting the training and certificates they need to get a real job. These community member respondents questioned the “*fairness*” of the WfD when the activities are less meaningful and do not provide a worthwhile exchange for people’s labour, enabling them to gain skills and certification that will improve their employability.

There were some significant gender differences regarding how people felt in an activity. Men (39%) were more likely than women (26%) to say they felt good when in an activity (Appendix J Q5b). In some communities, women said they were not given the same opportunities, resources or choices in activities that the men were. Some women felt they did not have dedicated spaces or segregated training needed for cultural protocols that would allow them to participate safely in some activities that the men did. Some women felt there were gender biases in the types of activities or training opportunities where manual trades, construction or mine jobs were offered to the men first. Women said they just were offered sewing, retail and cleaning opportunities, when they may have wanted opportunities in other sectors like mining, construction or business.

Some community member survey respondents were very angry about job seekers having to do activities that they did not feel were meaningful or worthwhile. They expressed frustration that activities were not making the community a better place to live nor creating future employment opportunities. Examples of poor quality activities were:

- overt literacy and numeracy activities that made CDP participants feel like children back at school (i.e. colouring in for 25 hours a week)

²⁴ The Community Development Programme <https://www.pmc.gov.au/indigenous-affairs/employment/community-development-programme-cdp>



- labour tasks that made CDP participants feel their time is worthless (i.e. mowing an oval that had very few tufts of grass, using a push mower with no blades to cut the grass)
- those that undervalued the strengths and skills of CDP participants (i.e. highly talented artists asked to whitewash over graffiti repeatedly when their own graffiti/art could become a community mural that would generate community pride and minimise further graffiti; qualified health workers having to do horticulture or cleaning activities):

“I have lost my confidence, skill, by working [CDP] in horticulture. I loved my work as a health worker and would like to continue my job as a health worker.” Community member

- under-resourced activities where only one participant at a time could be active and everyone else watched and was therefore inactive and bored (i.e. where there was only one paint brush for 12 people, or one mower or, in one case, only one pair of safety boots to be shared with all participants, regardless of the fit)
- repeated activities in community-based organisations that utilise a churn of CDP participants rather than pay for an employee (e.g. cleaning, whipper-snipping, rubbish collection, that have very minimal opportunity for skills transfer and never result in a real job, although these tasks should be completed by someone in a paid employee position).

These activities above were said to be humiliating and to cause shame and demotivate job seekers to engage in the CDP programme. The activities that were felt to be poor quality tended to be under-resourced in terms of either inappropriately skilled staff being trainers or there being insufficient materials and tools. CDP is an outcomes or performance funding model that relies on attendance and placement payments for remuneration. The CDP is only well funded if attendance is high and outcomes are achieved.

Providing personalised activities comes at a high cost per job seeker both in the time to develop an individualised job plan and running the activity or training. Some CDP Providers said the funding model is geared towards group activities because training must have some economies of scale to be financially viable.²⁵ That is, it is too expensive to train one person for a career or job aspiration in a labour market with only a few of these types jobs in the region. As most CDP participants said they are looking for activities that are of interest to them, the resultant pathways to these jobs are diverse across the caseload. While over half (13/20) of CDP Provider online survey respondents indicated they offered personalised activities, others stated the barriers to achieving this would be *“administratively complex and not value for money”* and there is *“limited exposure to understanding goals and expectations of their own [job seekers] value.”*

“This depends on the availability of expertise in the local community and what it would cost to set these type of [individualised] activities up. Training is cost effective if done as group based. The current RTO [Registered Training Organisation] in our area charge a huge amount [for] individual training and do not offer face to face”. CDP Provider

Group activities are theoretically more cost-effective, but they still need attendees to make them viable. If job seekers are not interested they are not attending.

“This is the key: if they want to be involved they will; if it is not interesting to them, then they won’t.” CDP Provider

²⁵ This perception has been supported in other research by ANU. Fowkes et. al. 2016 “Job Creation and Income Support in Remote Indigenous Australia: Moving Forward with a Better System” Issue no.2: http://caepr.cass.anu.edu.au/sites/default/files/docs/CAEPR_Topical_Issues_2_2016_0.pdf



Challenges: Some CDP Providers expressed concern about not being able to provide good quality activities due to:

- the over-regulation and restrictions from three levels of government and land councils on doing things in remote prescribed Aboriginal and Torres Strait Islander communities
- the extreme cost of obtaining materials and the poor access to skilled staff or training opportunities due to the remote locations of CDP communities
- the additional resource-intensive monitoring and recording requirements of the compliance framework.

“[The barriers/enablers are] suitable activities for mutual obligations in various communities, the costs associated with this with little financial assistance; review / change of payment structure for over 50s participating in MO [mutual obligation] activities (not WfD) and more flexibility in activity type and system coding, recording and evidence.” CDP Provider

Some community member respondents felt that learning on the job was better than classroom training, and this was particularly the case for trades and other vocational careers. Not only did this enable better learning through hands-on experience, it also meant they became visible workers contributing to the community, and they gained job satisfaction through social approval and self-identity thus deriving additional benefits from the exchange.

“My favourite activities at [CDP Provider] was cleaning yard for old people. Especially old people’s yards and sick people’s yards because they can’t do it. I like helping people; it makes me feel good. Community member

Authors’ Suggestions for strengthening CDP: Consider different types of remuneration for outcomes-based funding that is linked to the incremental achievements of job seekers or delivers on community plans to facilitate the improvement of quality activities across the diversity of job seekers. Balance the cost-per-head attendance funding model with other resources, and foster trial and experimentation in activities to increase participation in CDP. Allow for smaller groups of diverse activities to be funded that may have a higher cost per head but that increase the attendance of a particular niche segment of job seekers, and focus outcomes on the achievements of the small group in the activity.

8.3 CDP Projects and hosted placements: the chance to learn on the job

The CDP aims to provide sustainable transitions into the workforce through projects or hosted placements with employers. These learning-on-the-job placements are thought to help job seekers to increase their work ethic, work personality and employability (see the CDP Logic Diagram in Appendix A). This research found that experiencing what real work is like or feeling like they are working in a real job during a hosted placement is an important way for job seekers to improve readiness for a workplace and improve employability. For job seekers to be offered a hosted placement, they usually need some training or qualifications and the CDP Provider must have good relationships with an employer. The CDP aims to increase participation in work-like activities, keeping people busy and active in the community.

When it works: The creation of activities where everybody is working or everybody is doing something that looks like working is an important part of changing the social environment of a community (see CDP Logic Diagram in Appendix A). Aside from cognitive biases, affective



(emotional) dimensions and disassociating with the welfare environment, there are also social forces influencing job seekers decision making. Job seekers decision making is shaped by – and embedded in – social environments. These social forces are extremely powerful in getting job seekers to attend and engage in the CDP.

The research identified that descriptive norms (more Aboriginal and Torres Strait Islander peoples doing activities and working), injunctive norms (validation of work ethic from those of cultural authority who self-identify as having a work ethic) and social influences²⁶ (role models and family support) are important drivers of engagement with the CDP.

Social norms signal what the group considers appropriate behaviour and manifest as behavioural expectations or rules within a group of people.²⁷ Social influences can also include negative influences and norming of antisocial behaviour. Survey respondents stated they want to see more local Aboriginal and Torres Strait Islander peoples working in their community, as the more people work the more that younger people will aspire to working. Importantly, these jobs need to be visible to reinforce the social norm.

"[Why participate?] Because more people are working and everyone is getting more involved in community cleaning and doing stuff for the community." Community member

Injunctive social norms exist where those with social influence communicate approval of the desired behaviour or disapproval of the undesired behaviour. The latter is often more effective when an undesirable behaviour is prevalent.²⁸ When community members discussed employment outcomes, they expressed concern that young people are out at night time and not participating in education and training activities during the day. Respondents in the survey expressed the desire to teach this work ethic and validated that education and training and working is the desired behaviour.

"I keep on working so I will teach my family and as well as my children." Community member

"I would like to teach my children and grandchildren that is important to work and that for them to work they need more education, need to stay in school to learn how to read and write in English. So when they are adult they can get a better job and earn good money for themselves and family." Community member

Mobilising these voices in the community and validating the desired behaviour of CDP participation is a strong social influencer. However, the injunctive social norm is not strong when there is learned helplessness, that is, when these voices of authority feel disempowered and have learned to believe that they are helpless and have no control over the situation. This results in people being passive even when they may have the power to change the circumstances. Learned helplessness theory²⁹ is the view that depression results from a perceived lack of control over the events in one's life, which may result from prior exposure to (actually or apparently) uncontrollable negative events.

To what extent does it work: Most (16/20) CDP Provider online survey respondents indicated that they offered a learning-on-the-job type of activity. Two-thirds (14/20) CDP Provider respondents indicated they offered a trade or certificate type of activity, which has challenges in getting recognition for jobs or the work undertaken (credit). Only 5 of 20 respondents indicated they offered a long-term training activity (1–4 years) that results in a trade or qualification.

Survey respondents felt that these types of short-term jobs seemed to cycle through the same job seekers, who never ended up in a real job. The respondents do not believe the current activities lead to a job because job seekers need more qualifications or accreditation to get a real job ongoing or

²⁶ Cialdini, R.B. (2008). *Influence: Science and Practice*, 5th ed. Boston: Pearson.

²⁷ Dolan, P., Hallsworth, M., Halpern, D., King, D., & Vlaev, I. (2010). *MINDSPACE: Influencing behaviour through public policy*. London, UK: Cabinet Office.

²⁸ Cialdini, R.B. (2008). *Influence: Science and Practice*, 5th ed. Boston: Pearson.

²⁹ Wortman, C. B., & Brehm, J. W. (1975). Responses to uncontrollable outcomes: An integration of reactance theory and the learned helplessness model. *Advances in experimental social psychology*, 8, 277-336.



long-term employment. Community member respondents' final comments about CDP (Appendix J) highlighted the need for more training and certification (10%). When they were asked what they needed to move them along the journey to a real job (Appendix J Q6b) the most important thing was more training and certification (26%). The most common response given when they were asked what got them to the stage they are at now in their CDP journey (Appendix J Q6a) was training (13%). They said that at the end of their CDP journey, they would like to see a real job (24%) but also have a certificate (6%) and be trained (4%) (Appendix J Q6c).

Other themes arose from the qualitative discussions with stakeholders and the survey data from CDP Providers. For example, there is a tension between the labelling of 'work for the dole' and using structured on-the-job activities under the policy name of 'community development'. The very name 'work for the dole' makes it sound like it is not a real job. Activities that seem artificial and that seem not to contribute to the general running of or improvement of a community are not considered real work, and do not uphold the core values of the community members. However, a CDP hosted placement feels like a real job. Community member respondents want to work on something that feels like a real job and not to feel exploited under the label of work for the dole. CDP Providers, however felt that there were some negative perceptions about being labelled as a WfD.

"Work for the dole does not help job prospects greatly. The term work for the dole should be dropped and replaced with something uplifting. Employers see them [job seekers] as damaged goods because of the term 'dole' being attached to their activity." CDP Provider

This research found that relationships between the CDP Provider and the local employers were important. A lot of time is needed to build relationships with employers, and a business-minded staff member who can relate to employers' business objectives will be more successful.

Challenges: Community members, employers and CDP Providers felt that a lack of training or certification seemed to be the biggest barrier for job seekers wanting a placement with an employer or on a project. There were mixed responses regarding the relationships between CDP Providers and local employers. Some employers felt that the CDP Provider did not have the right people to build relationships with them. Some CDP Providers felt the employers lacked the cultural competency to employ remote job seekers.

The need to offer quality training in the skill sets needed to achieve employment placement, rather than full certificate training, was raised by several of CDP Provider respondents. In contrast, job seekers want more accreditation and certification because they hear, "You are not qualified for that job". However, longer term hosted placements or ongoing training that meets the needs of the job with practical work experience are most likely to prepare job seekers.

"Offering pre-employment opportunities in training for those that have good attendance." CDP Provider

In relation to longer term and ongoing challenges or barriers, CDP Providers mentioned health and cultural issues that interrupt attendance. There were also the complexities of navigating planning, community engagement and the limited opportunities in some communities.

A lack of employers "willing to put in the effort" and with "culturally appropriate employer supervisors that respect the differences in value and belief systems" were identified as problems for hosted placements. The size of the labour market in general is seen as a real challenge, as is getting the right fit of employer with employee.

"It is hard to match employers to job seekers or job seekers to employers to gain successful outcomes for both." CDP Provider



“We have a handful of job seekers in work placements. People want real jobs and do not want to work for no money or just their Centrelink benefits. We have limited number of employers in our region also, limiting availability of such roles. We had one request this month, where someone wanted to work in a local store, but they could not as this organisation did not have enough employees to satisfy the ratios required, for this job seeker to do work placement there (i.e. only had two employees and did not qualify. Must have 1 to 4 ratio, minimum³⁰).” CDP Provider

Some survey respondents told us that they wanted the old CDEP model back, or that it was better in the past than it is now.

“CDEP! Why was that programme not improved, before it was scrapped? More aspects of CDEP worked than did not work!” CDP Provider

Many community members and stakeholders in qualitative discussions felt that there are differences between CDP and CDEP:

- Many felt that CDP is a punitive model (financial penalties for non-attendance), whereas CDEP was a strengths-based model based on reward (top-up for extra work hours).
- The compliance framework is too complex and there are insufficient resources, particularly in the DHS (Centrelink) to support job seekers on the ground and in the CDP Service Providers, who have to spend too much time and money on data input instead of engaging with job seekers and the wider community.
- CDP lost the ‘E’ and does not recognise and address the needs of remote communities with a low or no economic base to create employment opportunities.
- There is simply not enough opportunity, infrastructure and community support to maintain the current WfD activity requirement of 25 hours per week per CDP participant, and that leads to activities that are lacking variety and meaningfulness.
- The removal of the Community Action Plan (which was developed under the RJCP) from CDP took away the tangible evidence of community input into the programme and left communities with the impression that their input was not valued.
- There is insufficient investment in developing local enterprises to create real jobs paying award wages and providing the expected benefits (superannuation, long service leave, etc.) and the dignity that comes with being employed.

Some survey respondents saw faults with the old CDEP and felt that the new CDP was better at managing these.

“CDEP was run on a fly-in, fly-out basis with no full-time staffing. Activities were not managed and there was no structure and limited participation.” CDP Provider

“There were not so many checks and balances with the old CDEP and some places didn't actually have participation even though participants would still sign timesheets and be paid.”

Community Member

³⁰ As per the CDP Guidelines Handbook (unpublished) a host organisation with up to ten employees can offer up to two placements. Higher numbers of placements in a single workplace may be considered and approved on a case-by-case basis, but generally for temporary periods. Additional work experience placements are only considered with caution, taking into account the following criteria:

- placements do not displace real jobs or reduce the hours of paid workers
- there is evidence of increased employability – e.g. employers have converted earlier placements into real jobs in the business or elsewhere.



“Get their Centrelink money, before most did not worry about doing CDEP unless they thought they could get top-up money, then they asked to come on to CDEP but we only had so many places and once they were full you could not attend.” Community Member

This research found that there was a tendency for respondents to cherish aspects of the past that they felt had regressed in the community in the present (e.g. essential services, housing, tidiness, more people working) and to ignore the progress made since CDEP to now (e.g. new housing, repairs, new buildings, current employment). Behavioural scientists call this nostalgia for the good old days ‘hindsight bias,’³¹ a protective factor that allows people to avoid the reality of the present and future uncertainty. In difficult times, this tendency is a desire to return to when things seemed better, or at least seemed normal but, importantly, predictable. That is, in hindsight, people can make sense of things that have already happened, even though there was no basis for being able to predict it at the time. This should be seen as a strength, demonstrating how a community manages uncertainty over time. Changes imposed from outside are difficult for people in remote communities who do not necessarily understand the systematic, administrative or political reasoning for the change. While respondents’ views may show hindsight bias, the literature suggests that this bias may accurately predict motivators of behaviour.³²

Authors’ suggestions for strengthening CDP: Map all the jobs currently done in a community better and create pathways to those jobs. Assess job seekers and develop long-term plans with small incremental goals along the pathway to those jobs. Support those incremental goals with ongoing training and positive rewards for participation. Work to change procurement procedures around employment requirements so that all jobs within a remote community have to have a job seeker placed in a shadowing role, learning on the job from a mentor. Some employers could work more intensely and provide better training for one or two job seekers in hosted placements rather than meeting a quota of 10 and not giving anyone any time. Consider pooled funding of investment into the region by different agencies to harness collective impact resources. Foster trial and experimentation in activities to increase participation in CDP. Help CDP Providers work with employers if they do not have the capacity or skill set internally to do so; for example, those particularly good at working with job seekers may not be good at building business relationships with employers.

8.4 Employment placement: ready for a real job

The CDP seeks to prepare job seekers for a real job so there is a sustainable transition from welfare to work. A key goal of the reforms that led to the new CDP was to have longer placements (see the CDP Logic Diagram in Appendix A). The evaluation investigated what working might mean to community members and what would be a good job that community members valued. It was important to understand whether there was alignment between the concept that remote Aboriginal and Torres Strait Islander peoples had of work and the overarching goals of the CDP that seek to place people in work.

When it works: The CDP Providers who believe that job seeker employability has improved attribute this to being able to work better with the job seekers and with employers together. The structure of CDP – with a stronger focus on the KPIs of achieving longer term employment outcomes and employer incentive payments – was also said to be a driver of making CDP work. Some CDP Providers believe that job seekers are better prepared because of the quality of activities and support which lead to better outcomes.

³¹ Christensen-Szalanski, J. J., & Willham, C. F. (1991). The hindsight bias: A meta-analysis. *Organizational Behavior and Human Decision Processes*, 48(1), 147-168.

³² Fessel, F., Epstude, K., & Roese, N. J. (2009). Hindsight bias redefined: It’s about time. *Organizational Behavior and Human Decision Processes*, 110(1), 56-64.



CDP Providers said that good working relationships were vital, particularly those they had with the local community, employers and contract managers. A few felt that the not-for-profit organisations based in the community were easier to work with and supported the intent of CDP to find local people jobs.

“Locally based organisations that are largely not for profit perform well and create functional and respected partnerships.” CDP Provider

Role models are important social influencers. CDP Providers said that role models demonstrate the desired behaviour and understand the influence they have on others. Role models can be of any age or gender and do not have to be cultural or recognised authorities. CDP Providers felt that the most effective role models are peers of the job seeker (i.e. relatable) and their pathway is obtainable or achievable, rather than being out of reach to the job seeker. CDP Providers felt that one important social influence is having local Indigenous CDP Provider staff. However, the challenge is that most good role models are busy with their job or other roles.

“If they are a role model, it usually means they are good workers and cannot get time off to come our way and help out.” CDP Provider

“Respected role models usually have jobs already or don’t want to be a CDP supervisor.” CDP Provider

“There is limited role models in this community.” CDP Provider

“This is more difficult as need to find the right person who is willing and able.” CDP Provider

Another social influence is where non-local Indigenous workers are role models demonstrating pathways and careers that have previously been considered just non-local, non-Indigenous jobs. Having more Indigenous workers (particularly in management positions and as teachers and social service workers) than non-Indigenous workers across the community is another way to role model the opportunities and inspire young people to continue with their education to get these *“better jobs”*.

An example of a strong social influencer in one community was a young man who worked eight hours every day, not just the five hours for CDP requirements. The effort showed during those eight hours inspired others to work hard. The job seeker was driven to demonstrate he would be a good employee, and he was noticed and placed in a job. CDP Providers said that if they can work with one or two individuals intensely to get them working, this will lead to others following in their footsteps.

Most importantly, this research found that most non-Indigenous employers enjoy working with Indigenous staff. Most employers in remote communities said they feel proud of their employee’s achievement when they are developing and growing, and many mentioned that their own job satisfaction increases when they see Indigenous employees step up and do well. They said they also experienced great satisfaction from learning from their staff.

The qualitative discussions with job seeker survey respondents indicated there was a strong desire to work, and that people want real jobs with pathways to continue to develop and grow their career. CDP Providers and employers, however, were less optimistic about the CDP’s ability to result in employment. Community member respondents felt the frustration of a lack of real jobs or just *stop/start* jobs.

To what extent it worked: The findings of the segmentation analysis indicate that there is a group of job seekers on the caseload who are employable and achieving employment outcomes (Group D). These job seekers regularly cycle on and off CDP in between their casual, contract or part-time positions, but rarely find permanent or full-time employment. Based on the survey data, the community perception is also that longer placements have not been achieved. It was also suggested in the qualitative discussions that any apparent increase in the number of 26-week placements is not necessarily more job seekers entering the workforce, but perhaps the same people obtaining several



short-term contracts of just over 26 weeks. A few respondents mentioned that some jobs may go to the same families or that there were other clan/language group biases in some communities.

Community members, stakeholders and CDP Providers reiterated that the CDP operates in a poor labour market with limited employment options. Employers said that the contractual nature of the revenue streams from government funding in remote communities does not support commitment to permanent employment options.

“Not enough jobs for everyone.” Community Member

“There is a lack of real jobs in our region. Limited pathways to employment exist for local people and any vacancies are highly competitive.” CDP Provider

Challenges: Long job placements rely on a strong labour market through economic development. However, the level of bureaucracy involved to create economic opportunities or learning-on-the-job activities was felt by CDP Providers to be holding back development in remote communities. The process of gaining access to premises through the land councils, the regulations and licences and various other red tape associated with setting up a business seem to be bigger barriers than in urban areas. Tenancy in public housing and overcrowding are barriers to starting home businesses, and the lack of vehicles or access to vehicles are barriers to mobile businesses.

The Indigenous Enterprise Development³³ funding was thought by some community members to be another “*bag of hot air*” or “*build up clouds*”, that is, all promises but nothing delivered on the ground. However, the hold-ups for this are not necessarily CDP related, but may be due to other red tape (e.g. land council, local or state government). There is a perception that the CDP seems to have less autonomy at community level and more bureaucratic processes, which lead to bad or compromised decision-making (note that this is regardless of whether it is community-led or not).

The way government operates in communities was also felt to limit long-term job placements. The short-term funding and contracts with local businesses and NGOs was felt to limit these organisations’ ability to have financial security and long-term planning for staff structures. It also does not provide job security or encourage investment in staff through further training and supporting accreditation or certification. This means that local Aboriginal and Torres Strait Islander job seekers find themselves in a rut of getting short-term entry-level positions but not getting the ongoing career support or upskilling to advance them to higher levels in the organisation. This leads to a phenomenon known as “*big CV and little CV*”. When the same people get all the job opportunities over and over, they end up with a long list of entry-level positions on their CV (big CV) but they never advance past this to open up these jobs to new job seekers or young people (who have a little CV).

The research found that employers were not always favourable towards employing CDP participants or working with the CDP Providers to create hosted placements. Indigenous or not-for-profit organisations were more likely to work in partnership, but only when they had a good relationship with the local CDP Provider. Often, local politics or individual personalities determined whether partnerships or collaborations occurred.

Some private employers felt that taking on a hosted placement or work experience with CDP participants is too risky as it requires resourcing at the levels they do not have, and there is too much paperwork and cost in employing people. The labour hire model is where the CDP provider charges a fee per hour to employers for a crew of workers for a fixed contract. The ability to generate income from short term activity is a more attractive way for some employers to reduce the risk and hassle involved in employing job seekers directly.

For the most part, employers said they are not interested in the compliance framework. They said that keeping records and filling in paperwork for the CDP Provider is a hassle and not their responsibility.

³³ Australian National Audit Office (2017) The Design and Implementation of the Community Development Programme available online <https://www.anao.gov.au/work/performance-audit/design-and-implementation-community-development-programme>



When employers felt there was too much administration work, it created a barrier to putting on job seekers.

"They turn up or they don't. I don't have time to be running around chasing up [CDP Provider] to find out where they are and why they haven't shown up. I have low tolerance for no shows – I don't give second chances." Employer

Most employers did not feel that the incentive payments outweighed the cost of taking on a new employee, who most felt needed additional support, monitoring and training. Some employees told us that the time spent working with a CDP participant reduced their overall productivity.

"1 employee + 1 participant = productivity of 0.5 employee." Employer

Employers felt more of a social obligation to employ local people rather than any financial advantage. Some employers resented the push to employ local people through contracting quotas, although most could appreciate that having local people working was a huge advantage for relationships, understanding local issues and cultural knowledge.

"Employers undertaking government contracts don't like being forced to meet quotas, even though they believe in the development of local Indigenous staff. Employers feel they are 'screwed down on price' by government to deliver and then forced to use staff that are non-productive and not ready to work and [the employers are] not compensated adequately to cover the drop of productivity." CDP Provider

Employers said they are working in a contract-to-contract economic environment and do not have ongoing security to offer job seekers real jobs beyond placements, which means they cannot provide an environment that develops the job seekers' job readiness. Employers also cannot offer ongoing or permanent positions.

Employers said they feel that job seekers do not understand their rights or workplace culture, rules and laws, and that educating them on these matters should be the role of the CDP Provider. Employers would prefer job seekers to be ready to be employed because they know about things like superannuation, how tax works, what a workplace expense is and what is not, how to behave (harassment), union membership and basic workplace health and safety. Employers feel they spend lots of time teaching job seekers how to be ready to be an employee. This works when the employer is a strong supporter of hiring local Indigenous employees, but others do not feel this is their responsibility to spend this time getting the job seeker ready to work. They want to employ people who come to the job ready to start work.

Some employers work closely with the CDP Provider and feel they can state what they expect in a job seeker: the person's level of readiness is considered or a discussion on how to manage their transition occurs. However, other employers do not have a close relationship with the CDP Provider and so do not get transition support, or they get a job seeker who is not ready.

The CDP Providers' views on whether the CDP is effective in improving employment outcomes are that there are not enough jobs and that employers may be reluctant to take on CDP participants. Twelve out of 19 CDP Provider online survey respondents stated that job seeker employability had stayed the same since CDP started. Three believe it has increased, two believe it has decreased and two were unable to say. From the 12 who said job seeker employability has remained the same, a common theme was the lack of real opportunities regardless of the job readiness of the job seekers:

"We have very few jobs and the [employer] closing has caused us issues but also lots of the ... people that employed our workers liked the wage subsidy better than the 26-week outcome one-off payment." CDP Provider

"As there is no change in remote areas, only a few jobs with no skills and education." CDP Provider



Some CDP Providers felt that there was no real change in participant behaviour or the service delivery that could change job outcomes since the start of CDP.

“Because we have maintained consistent service delivery practices throughout both programmes and maintained a focus on real training for real jobs and activities that build real skills.” CDP Provider

“We have witnessed no real change in behaviours of participants in the changes from RJCP to CDP. We continue to work individually with our job seekers to get them job ready – regardless of programme name.” CDP Provider

“Because people can find work without skills, some people will continue to try to become workers and others won’t, regardless of how much we invest.” CDP Provider

Other issues raised were the significant barriers to employment due to low levels of literacy and numeracy, which have not been addressed through schooling. Most feel that mainstream adult learning being adapted to help improve literacy levels of Aboriginal and Torres Strait Islander job seekers has not been effective in remote areas.

Those who believed that job outcomes had decreased said this was because of other social issues impacting the community.

“Drugs, alcohol use has increased over the last few years with [methamphetamine] use and mental health issues are increased because of this use. We have had more conversations with service providers dealing with this issue than with employment issues. Job seekers at this site openly state that they do not want to stop using as it’s fun, and they are aware that this is the main barrier of them gaining employment.” CDP Provider

CDP Providers also lament the limited long-term opportunities for apprenticeships and the lack of employer goals to place people in more permanent positions.

“We have been unable to offer apprenticeships, due to our remote location and the lack of employment pathways that exist.” CDP provider

“Lack of long-term goals such as this from local employers.” CDP Provider

Most (16 of 20) CDP Provider online survey respondents indicated that they use role modelling to increase attendance. Respondents stated that the barriers to attendance were like those mentioned above, with the lack of available role models and supervisors featuring prominently. An ageing population will see some of those older role models from CDEP and mission days soon retiring.

The staff at the CDP Providers who are good at working with job seekers are not necessarily the right staff to do business development and economic planning with local employers, businesses or government. The research found that there was a need to improve local partnerships and collaboration; however, three-quarters (14) of the CDP Provider online survey respondents had no suggestions how to do this.

Some employers also felt that CDP Providers did not have the right staff for building good relationships. CDP Providers responded felt that they needed more help with engaging employers.

“It is hard to get employers engaged due to previous bad experiences. The post-placement support has really assisted with this, but it is still a very hard barrier to break down.” CDP Provider

“There is a real stigma against CDP in our region, and so it is very difficult to build relationships with local stakeholders outside of basic communication.” CDP Provider



Some CDP Providers felt that stakeholders who are employers working in community should be held more accountable for creating local positions and hosted placements for CDP.

"We work constantly to be inclusive and to utilise services. We have MOUs [Memorandum of Understanding] with councils and host agreements. More external service providers need to be made accountable for non-servicing the communities they are funded to service." CDP

Provider

A few providers felt they were not supported by the staff in their region.

"Our relationships with local people, stakeholder and local organisation is mostly very solid and very functional. Our relationships with PMC staff on the ground and at regional level is poor and dysfunctional. Staff do not understand the challenges, the importance of community relationships and offer little support to us, a Provider, despite many, many promises to assist us, as we have requested. The Department would do well to work collaboratively with us and the community to improve attendance, rather than offering one-size-fits-all commentary and solutions to the issues, when they are not solutions to the issues on the ground and are generic." CDP Provider

Another problem mentioned by CDP Providers and employers is that job seekers either cannot or do not want to move to a better labour market.

"Majority of participants in this community are job ready but cannot afford to relocate to a higher job market centre." CDP Provider

"Had a young fella I thought would be really good to do an apprenticeship with, but it would mean him leaving his community and travelling around with me while I work in other communities. Culturally this may not work, and he was real shy and didn't want to leave his family. If he did do it, he could have his own business, he would never be out of a job up here once he has a trade, but it will never happen." Employer

Authors' suggestions for strengthening CDP: A more effective incentive for employers in remote communities to improve employment outcomes would be longer term funding agreements with government, which would support their financial security and ability to create permanent positions, have succession planning and invest in career pathways for their employees. Considering how important the longevity of a position is, training and sustainability may be more important than quotas in the Indigenous Procurement Policy. CDP Providers may need capacity strengthening in how to build relationships, economic development and planning skills to work better with employers. Reduce the administration burden on employers hosting CDP placements.



9. Impact of the CDP on community

This chapter outlines the findings on the impacts on community and focuses on the evaluation goal 'to identify broader social impacts of the programme on community and/or individual functioning and wellbeing, including unexpected consequences, for participants, providers and communities'.

To be successful, the CDP needs to be:

- innovative to address the unique social settings and limited labour markets
- flexible to adapt to the strengths of local job seekers and local employers
- collaborative to generate opportunities for economic participation and development
- focused on local decision-making and local solutions.³⁴

Under the CDP, job seekers with activity requirements are expected to do up to 25 hours per week of work-like activities that should benefit their community. The policy intent is that the CDP offers a broad range of flexible activities to not only increase job seekers' skills but also to contribute to their community.³⁵

When asked about their CDP journey, survey respondents had both positive and negative responses. While the proportion of some responses is small in Figure 14, the diversity of responses shows that there is a vast range of experiences with CDP across community.

On the positive side, some community member respondents simply stated that CDP was good (13%), and a few said that they enjoyed being with other people in activities and having the chance to get out and socialise (2%), or that this positive socialisation was a diversion from antisocial behaviour (1%). A few community member respondents also said that they feel good (3%), they are learning on the job (1%), they are working for something the community values (4%) or that they had transitioned to a job (4%) (Figure 14).

Some of the negative aspects of CDP were about programmes that were viewed to have worked better in the past (19%). There were also a few comments that it was unfair to have to work for Centrelink money (9%), there was too much back and forth between CDP and Centrelink (2%) and that there are no real opportunities (1%). Some community respondents also said that CDP did not feel like working, and when this occurred they did not like it (12%) (Figure 14).

A few community member respondents said there was just a lot of waiting around to progress to an activity that would be a transition to a job or involve training or get them an apprenticeship (2%). A few said that there was a lack of equipment, skilled trainers or training opportunities in the activities (8%), or that there was a lack of jobs or activities and in general just too many people looking for work (5%). A few said that the activities were boring (3%) or they had no support in the workplace doing the activities (2%), activities were repetitive (3%) or not linked to culture (1%).

There were a few comments around family biases in the CDP and feelings of unfairness or nepotism where some families were the only ones to get the jobs (1%).

³⁴ 7 September 2015 Community Development Programme Guidelines Handbook

³⁵ <https://www.pmc.gov.au/indigenous-affairs/employment/community-development-programme-cdp>



My CDP Story



Source: Q1. Firstly, tell me about your CDP story, how you think about it as a past or present or future employee.

Base: n=920; 16 missing; total n=936; total responses = 1759

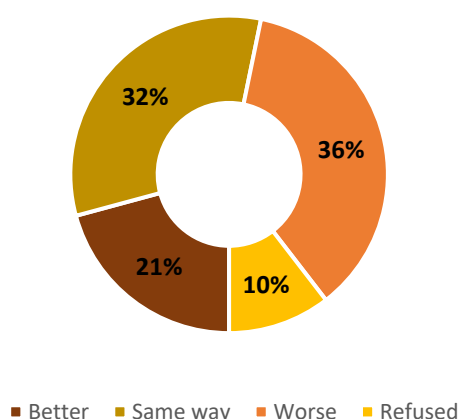
Figure 14 My CDP Story

It was also very important in some communities that cultural protocols for separate spaces for men and women were provided. In general, the CDP was considered biased in favour of men, and the women did not have a space of their own. It was not culturally appropriate for some young women to be in the vicinity of men, particularly men from outside their family. Conflict between families in some communities could mean that the CDP was not safe.

Overall, survey respondents felt positive when the CDP helped social connectedness and a sense of belonging, strengthening connection to land, culture and spirituality and increasing individual self-determination through training and a transition to a real job. The survey respondents were more negative about the quality of activities provided under CDP, the cultural safety of the CDP space and the frustrations of it not feeling like a real job.

9.1 Is the community better, the same or worse?

The CDP programme has been operating since July 2015, which meant that across the period the research occurred in the communities it had been going for 15–24 months. The qualitative research uncovered stories and sentiments about what is positive about the CDP and where early signs of impact are being seen around the community. Often the stories demonstrated an individual or a small group's achievement that brought social pride to the community. A third (32%) of survey respondents said that the community was the same since the CDP was introduced, and a fifth (21%) felt the community was better off. There were 36% who felt that things had become worse and 10% who refused to comment (Figure 15). Younger respondents aged 18–24 (19%) were more likely to refuse to comment.

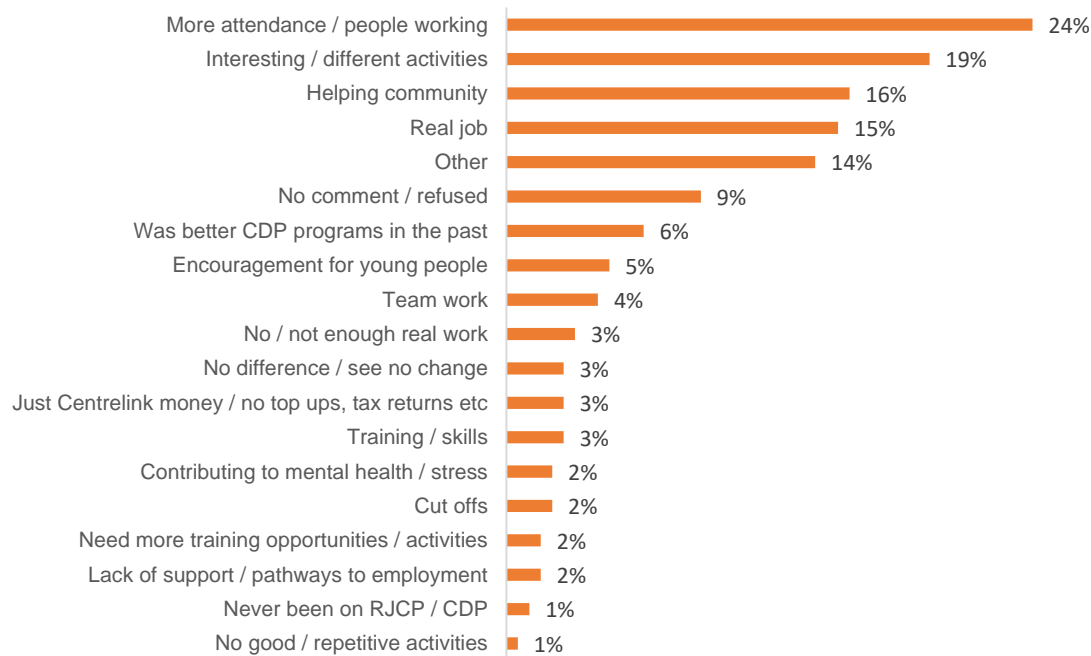


Q7 Since CDP come, is the community better, same way or worse since RJCP finish
Base: n=928; total n = 936; 8 missing

Figure 15 Impact of the CDP on the community since CDP started until fieldwork was undertaken

Of the survey respondents who said that the community was better since the implementation of the CDP, some people felt that there was more attendance and people working (24%), there were interesting and different activities (19%) and that CDP was leading to real jobs (15%). There were a variety of very community-specific answers that were difficult to code across communities ('Other' =14%). Some felt that it was helping the community (16%), and a few said it was providing encouragement for young people (5%), more teamwork (4%) and more training and skills (3%) (Figure 16). Women (5%) were more likely than men (1%) to say that the CDP was leading to real jobs. Middle-aged respondents (45–54) years old were more likely to mention a community-specific issue (29%) than other age groups.

Why Better?



Source: Q7a Why do you say that?

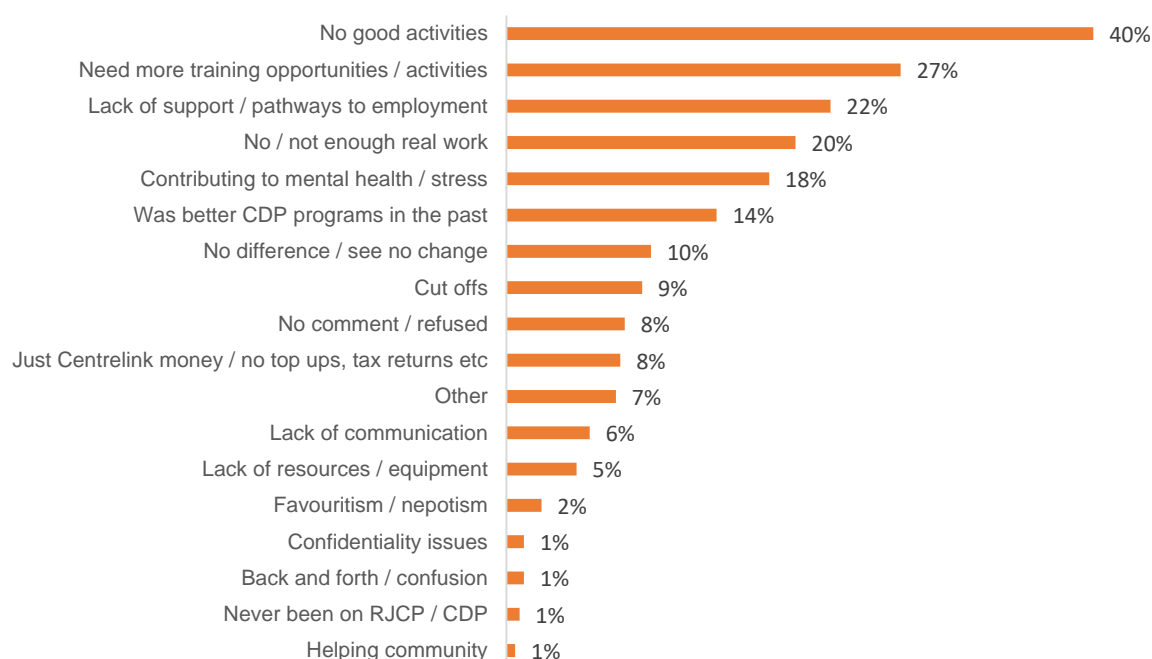
Base: n=193; total responses: n=253

Figure 16 Reasons the community is better after the CDP

Of the survey respondents who said that the community was getting worse since the implementation of the CDP, more than a third stated there were no good activities (40%), none or not enough jobs (20%) and it was contributing to mental health issues or stress (18%). Some felt there was a lack of pathways to jobs (22%), and a few mentioned cut-offs (9%) and some said that more training opportunities were needed (27%). There were community-specific reasons given (Other = 7%) or people did not see any change occurring (10%). There were 8% who felt that the CDP was worse because the activity was not like a real job providing top-up, tax returns and the other associated employee benefits. Another reason the community was worse was the lack of communication about CDP (6%) (Figure 17).



Why Worse?



Source: Q7a Why do you say that?

Base: n=336; total responses: n=671

Figure 17 Reasons the community is worse after the CDP

In the final comments that survey respondents made about CDP, there were both positive and negative statements. Positive statements included that CDP is good (6%), it helped people to get a job and get support (5%), there was more training and certification (5%), it contributed to the community (4%), there were good activities and more activities (4%) and interesting activities (1%). Also, CDP helped people avoid being bored (3%) and upgrade skills (2%) and there was good teamwork (2%) (Figure 18).

Negative statements included the need for more training and certification (10%), lack of support and pathways (9%) and the need for more activities (8%). Other comments made by survey respondents include cut-offs or financial penalties (6%), not enough money or income (6%), bring back old CDEP (5%), no proper jobs (5%) and no real jobs for real wages (4%).

A few community member survey respondents also felt that the management of CDP or staff could be improved (5%) and there was a need for more equipment (3%).

There were some significant differences in the source of the positive and negative sentiments. People in communities where there was a temporary labour market due to infrastructure spending were more likely to say they got more training and certification (36%) and that CDP is helping people to get a job and provides good support (25%) than people in other communities.

Communities that had local Indigenous community organisations delivering CDP were more likely to say that it contributes to community (24%).

Community members survey respondents in townships were more likely to say that there was a lack of support (26%) than people in remote Aboriginal and Torres Strait Islander communities.



Source: Q11a&b Do you have any final comments about CDP?
Base: n=934; 2 missing; total responses n = 1468

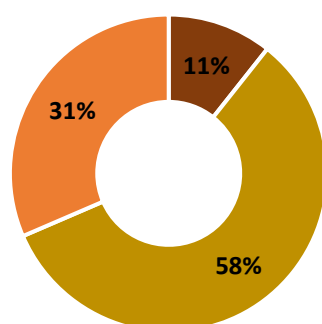
Figure 18 Overall comments about the CDP



9.2 Since the fieldwork occurred until end of 2017

The findings of the community survey were discussed with community members and stakeholders 6–12 months after the research in the communities (between November 2017 and December 2017). Participatory research processes were used to uncover whether people felt that the research findings resonated with them and what had changed since the fieldwork had occurred.

As part of the feedback process, 375 people across all communities were asked if they thought the community had got better, stayed the same or got worse since the fieldwork had occurred. Almost a sixth (11%) of respondents said the community had got better, and more than half (58%) felt the community had stayed the same. This is more than two-thirds of respondents (69%) saying that the community had got better or stayed the same since the fieldwork had occurred. There were 31% who felt that the community had got worse (Figure 19).



■ Better ■ Same ■ Worse

Source: Feedback Q1. Since we last came is the community better, same or worse?

Base: n=375

Figure 19 Feedback on the CDP

The qualitative research demonstrated that positive changes in the community were associated with new CDP Provider employees, service upgrades within the community and maintenance within the community. People who said the community had stayed the same attributed this to a lack of physical changes in the community and others mentioned that monotonous CDP activities were the reason there had been no change. The qualitative data from respondents about why the community had got worse demonstrated this was because of a lack of CDP attendance, lack of training and employment opportunities available in the community and a lack of money in the community as CDP participants have been cut off from income support.

"Telstra phone service now and the church is looking really good now too." CDP participant

"Good supervisors." CDP participant

"Appearance same but am told there are more community services based in [the community] to 'close the gap' across a range of issues." CDP participant

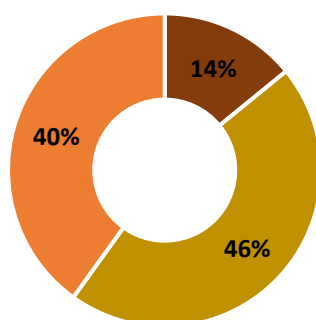
"Same ideas, same activities." CDP participant

"I'll say worse/same because people still getting their money cut off. They getting sick of doing the same activity all the time." CDP participant



"Most of the people in this community just sit around and do nothing, while being cut off for eight weeks without any income support from Centrelink." CDP participant

Across all communities, 262 people were asked if they thought the number of people attending CDP had increased, stayed the same or decreased since the fieldwork had occurred. Almost half (46%) said that the number of people attending CDP had stayed the same and more than a third (40%) said that the number of people attending CDP had decreased. This is 86% of respondents across all communities saying that there were fewer or the same number of people attending CDP since fieldwork had occurred. Across all communities, 14% of respondents felt there had been more people attending CDP since fieldwork had occurred (Figure 20).



■ More ■ Same ■ Less

Source: Feedback Q3. Are people attending CDP more, the same or less than when we were here last?

Base: n=262

Figure 20 Change in CDP attendance

The qualitative research showed that many respondents believe the whole community is responsible for increasing the number of people attending CDP, and some think it is young people who have increased the attendance. The qualitative data further demonstrated that respondents believe there are fewer people attending CDP because the activities are boring and repetitive and do not lead to real employment outcomes.

"CDP attendance has dropped because it is not leading to employment." CDP participant

While the intended mechanisms in the compliance system seemed to have little influence on job seekers' attendance throughout the evaluation, the qualitative feedback data revealed that some of the respondents who believe the number of people attending CDP had stayed the same or increased felt this was because of the attendees' strong desire to avoid being penalised or cut off.

"More people attending because they have to or they don't get paid – more people attending because they don't have any income." CDP participant

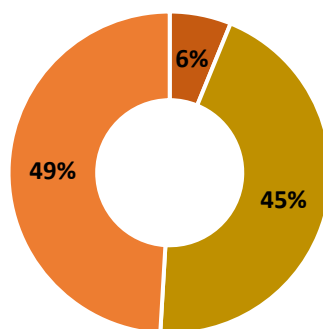
The qualitative data also attributes an increase in CDP attendance to a greater understanding of the daily commitment that work requires and changes in family circumstances that have seen community members turn to CDP for work.

"People are choosing to attend because they are realising what work is and the commitment to come every day." CDP participant

"They have been attending the activities – mowing the grass in people's houses, collecting the rubbish around the community, helping people out in outstations. Ladies go out collecting [weaving materials] and also weaving, do cooking for their lunch." CDP participant



In total, 373 people were asked if they thought the number of people working in real jobs in their community had increased, stayed the same or decreased since the fieldwork had occurred. Almost half (45%) of respondents across all communities said the same number of people were working in real jobs in their community, and just over this (49%) said the number of people working in real jobs in their community had decreased since the fieldwork had occurred. This is the majority (94%) of respondents saying that the number of people working in real jobs in their community had stayed the same or decreased since fieldwork occurred. Across all communities 6% of respondents felt that there were more people working in real jobs (Figure 21).



■ More ■ Same ■ Less

Source: Feedback Q4. Are people working in real jobs more, the same or less than when we were here last?

Base: n=373

Figure 21 Change in the number of people working in real jobs

The qualitative research indicates that respondents felt it was young people who were mostly increasing the number of people in their community working in real jobs, and the change was largely attributed to increased opportunities and jobs being available due to infrastructure developments. Respondents stated that the decrease and lack of change in the number of people working in real jobs was due to lazy CDP participants, limited employment opportunities and favouritism. Some respondents also felt that there were more people attending CDP activities but fewer engaging in real jobs, suggesting that genuine employment opportunities across communities are scarce.

"I see the same ones having a chance at the same jobs over and over again. Give someone else a go." CDP participant

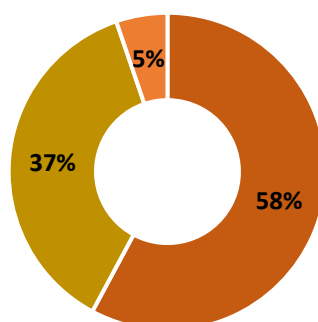
"Less people doing real jobs but more people attending CDP/doing the activities." CDP participant

"There are less people doing real jobs, but most of the people are doing activities, especially gardening and making shelters for ceremonies, which is not a real job." CDP participant

"The road works in the region has opened up a number of job opportunities in civil construction." CDP participant

Across all communities, 326 people were asked if they thought the number of people being penalised or cut off for not attending CDP had increased, stayed the same or decreased since fieldwork had occurred. While 5% of respondents said the number had decreased, 95% of respondents felt there were more (58%) or the same (37%) number of people being penalised or cut off for not attending CDP (Figure 22).





■ More ■ Same ■ Less

Source: Feedback Q5. Are there more, the same number or fewer people being penalised or "cut off" for not attending CDP?

Base: n=326

Figure 22 Change in the number of people being penalised or cut off

The qualitative research demonstrated that respondents believe it is mostly due to young people and women that the number of people being penalised or cut off for not attending CDP to stay the same or increase. Many respondents commented that it can largely be attributed to poor communication: CDP participants not reporting illness, cultural business and change of address, and CDP service providers incorrectly recording or reporting information about CDP participant attendance.

The qualitative research also highlights that respondents believe the increase or lack of change in the number is because CDP participants choose not to attend because the activities are boring and repetitive and do not lead to real employment outcomes. Respondents also felt that working for CDP was unfair, which was contributing to an increase in people being penalised or cut off for not attending CDP.

Some respondents also felt that CDP participants were unfairly penalised because they were unable to speak English, were too shy to speak to Centrelink or had a duty to support the community through times of cultural business.

"They don't go to their activities. Nothing to go to really, same activities over and over." CDP participant

"They too shy and too shy to speak." CDP participant

"Women support the men's ceremony through cooking and such. If men move from one ceremony to another, that's a long time and the women are tied with that too and have to travel too." CDP participant

"My money was cut because my manager or supervisor did not pass on the info why I was not at work." CDP participant

"Money has been cut off because CDP don't give us feedback about the proper work, even they never let us know about other organisation that helps the [community]." CDP participant

"Being rejected and they don't know why." CDP participant

"Not reporting, due to family, cultural, law obligations in other remote communities." CDP participant



"We should be willing to work for CDP, not pushed – those days are over." CDP participant

"We should not be made to work for Centrelink money." CDP participant

9.3 Examples of success

The CDP Provider social media and government press releases³⁶ are great sources for gleaning successful examples that demonstrate early signs of impact. General themes from these stories are:

- instilling positive life choices and deterrents to antisocial behaviour
- restoring pride and happiness associated with achievements from hard work
- Indigenous leadership and community-driven activities
- Indigenous leadership and rebuilding relationships between young and old
- Indigenous leadership and mentoring
- creating strong culture and respectful relationships
- activities that the community values.

The qualitative research uncovered similar stories and sentiments about what is positive about the CDP and where early signs of impact are being seen around the community. Often the stories demonstrated an individual or a small group's achievement that brought about social pride to the whole community.

"I think the programme works really well and that we should not change it, every time we changed we have to start again, this programme is kicking some really good goals and needs to stay in place, the longer it is in the better it will go." CDP Provider

While there are negative aspects of the CDP reported in the findings, there have been some elements of success. It is important to describe these successes to understand the strengths of the CDP and help determine why it does work and when. The following comments were given by CDP Providers.

1. It is more successful the more it moves away from a centralised, top-down administration in which communities are regulated by compliance, requirements and guidelines – that seem to be constantly changing – towards a community development model where the local communities are empowered to make decisions and be engaged in designing and developing activities and pipeline planning.

"[Community] site – working with contractors who were in community for eight months undertaking housing repairs. Participants were placed, and real job outcomes were provided. Continual consultation using community Elders, employer, CDP mentors, post-placement support and participants. We now have a new block of housing being released and have already been contacted to provide details of available job seekers for this work."

CDP Provider

"I think our organisation is doing the best we can. We cannot change people's lives overnight, but the government think they can by changing the guidelines continuously." CDP

Provider

2. Collaboration, partnerships and a placed-based approach to economic and business development are important for success.

³⁶ <https://www.facebook.com/indigenous.gov.au/>



"We have created a variety of sustainable SMEs [small to medium enterprises] in partnership with our communities, have helped hundreds of people find and keep jobs and have run activities which build community capacity and pride. By undertaking an asset-based community development approach to our programme design, we have been able to maximise both individual and collective outcomes." CDP Provider

"We currently run 11 ... activities throughout our region. These teams work directly with the local shire and community groups to assist where necessary. Since the start of the CDP programme the profile of these teams have grown and the communities that they live and or work in are proud of the work these teams do and now identify them as a valuable asset to their communities." CDP Provider

3. Success is helped by getting the activities right for individuals to learn new skills and building belonging and social inclusion through appropriate social and cultural structures.

"Some activities have strong engagement, attendance and community participation." CDP Provider

"We have mostly found the CDP programme to be beneficial for those who are seriously disengaged. It helps to bring them into the community." CDP Provider

"Yes, there are activities where people are actively engaged: fishing, nursery, art, craft, furniture making." CDP Provider

"Yes, when job seekers learn genuine practical skills like fencing they are employable. We have placed lots of job seekers into employment because of the CDP. It works!" CDP Provider

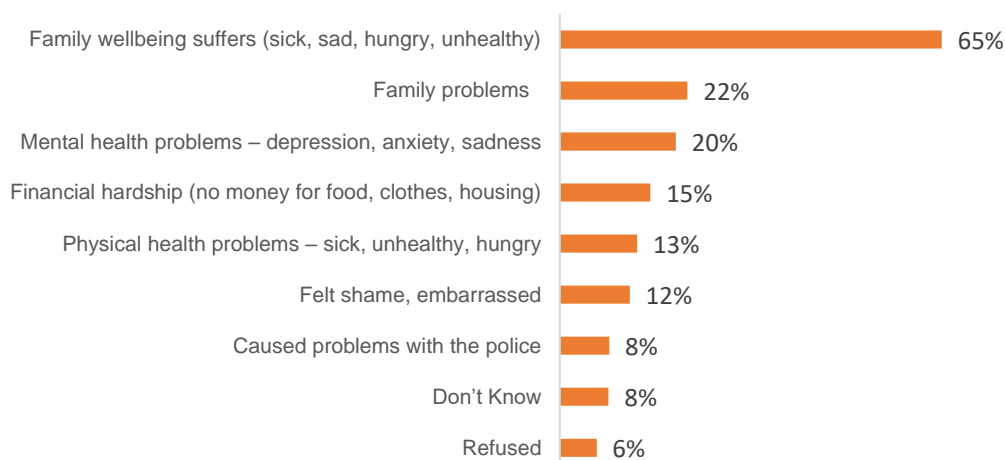
9.4 Impact of financial penalties

Thinking of the last occasion they were penalised, community members reported that the penalty impacted on them or their families in a number of ways including: financial hardship (65%); contributing to family problems (23%)³⁷ and family wellbeing to suffer (20%). Survey respondents also reported feeling shame or embarrassment (15%), physical health problems (such as being hungry, sick or unhealthy) (14%) and contributing to mental health problems (13%). It is important to note that these are subjective views, verification was outside the scope of this research.

A few also either refused to answer (8%) or did not recall (8%) – it is possible that this could reflect some participants avoiding answering questions about sensitive issues.

³⁷ Family problems was the terminology chosen by local Aboriginal researchers as the most common and appropriate term to be used instead of domestic and family violence, financial coercion or fighting.





Source: Q15a. Thinking about the last time, what impact did it have on you or your family?
Base: n=215; 7 missing; total responses n = 364; total n= 936; 714 missing

Figure 23 Impact of financial penalties

Most stakeholders' views were that social problems had increased since the increased use of financial penalties. It is worth noting that a number of factors may contribute to social issues in remote communities.

The types of social problems that were mentioned included one or more of the following issues:³⁸

- increase in break and enters to steal food, predominantly by children and young people
- increase in domestic and family violence
- increase in financial coercion and family fighting
- increase in mental health problems, feelings of shame, depression, sleep deprivation and hunger which can contribute to instability and irrational decisions by job seekers
- increase in young women having babies to avoid mutual obligation requirements and to gain 'baby money' which secures income for the family
- increase in disputes over who is the carer of children to gain 'baby money', which secures income for the family.

9.5 Examples of unintended consequences

The community and stakeholder research found that the CDP has been said to have "*lost its way*"; the intent of a programme that helps remote job seekers increase their employability and provides the opportunity for job placement through community development has been eroded by two main issues:

1. The job seekers who cannot find work due to a range of barriers find it hard to comply with mutual obligations. The use of financial penalties in the compliance framework has created situations of double disadvantage for people who cannot overcome their barriers to finding work. Communities expressed their views that the penalisation of job seekers has had significant knock-on effect on people's physical and mental health and wellbeing. The increased compliance administration for CDP Providers has reduced their capacity to do more individualised job seeker re-engagement.

³⁸ The investigation of this perception with other sources was outside the scope of this research.

2. The removal of community planning in some cases has stopped CDP feeling like a programme with community-led decision-making. The demand-driven approach has not been effective in the economic development of economies that are primarily government-funded. Less support for, focus on and investment in Indigenous enterprise has prevented the stimulus of hybrid economies and self-determination. The knock-on effect of this is communities feeling disempowered. The increased compliance administration for CDP Providers has reduced their capacity to do more community engagement.

Perhaps one unintended consequence that was mentioned by CDP Providers was to the increase in the use of labour hire as alternative revenue activity for CDP Providers. Labour hire contracts provides more work-like activities for job seekers and less risk and administration for employers.

9.6 Perceptions of what drives change

Community members, job seekers and stakeholders were all asked what change is occurring and what is driving that change. They were also asked to consider what would make CDP work better and what would enable that change to occur. CDP Providers had a range of views that indicate the diversity of their communities and of the job seekers they service. The overarching theme is that there needs to be more flexibility in what the provider can do in their community with their job seekers. This flexibility may be embedded in the programme intent, but the compliance framework and its administrative requirements limit how flexible a provider can be to adapt their service to local needs.

9.6.1 Penalties do not work

There were mixed views from CDP Providers about whether attendance has increased or not. Only half of the CDP Providers who completed the online survey felt that participants did so to avoid financial penalties. But generally in the in-depth interviews, most CDP Providers thought that financial penalties do not create an incentive to increase attendance; rather, they generate negative effects on engagement of job seekers.

“Community tells us that no amount of breaches will encourage attendance. People do not want to attend activities and the nature of our remoteness means that people will share wealth, share resources, but [all it does] is create social impacts, due to increased financial pressure. Breaches are often waived and people know this, so they do not feel the need to attend activities at all. As the Provider, our community reputation is sound and the community is happy with the relationships and trust we have fostered, yet our performance in terms of attendance and KPIs is poor and we have significant pressure to improve our performance. We feel as though our hands are tied and the programme is failing, not us as the Provider. The programme is a one-size-fits-all programme, but it does not fit our communities or our region.” CDP Provider

“The compliance framework. It fundamentally missed the key motivators and fails to give consideration to the motivators of the majority of our caseload. The current framework is a mainstream overlay of an individualistically oriented paradigm that is not concurrent with the collectivist approach of our communities.” CDP Provider

There is a general sentiment by community members that the CDP is a pathway to real jobs, demonstrating an alignment of the job seekers' beliefs and the programme theory. However, the research has identified that compliance-focused (i.e. stick) interventions such as financial penalties may motivate superficial engagement (just attending) from some job seekers, and the residual feelings about the compliance process may demotivate deeper engagement (participating, learning and effort showing). Some job seekers feel they are not valued and are being used for free labour. They said that how they are treated in the income support system is eroding their optimism about employment, which is needed to gain the deep engagement to progress with training and activities that lead job readiness.



The study suggests that compelling job seekers to attend and applying financial penalties for non-attendance may not be effective to change behaviour in some circumstances: where the consequences of the decision are not understood, where the participant does not have the right to make a decision because of family violence or cultural standing and where the individual cost of the undesired behaviour does not outweigh the cultural obligations cost of the undesired behaviour. Applying financial penalties for non-attendance as a model of rational choice has limitations from a behavioural change perspective to motivate some job seekers to attend. It is a compliance-focused (i.e. stick) intervention that makes unrealistic assumptions, particularly about the amount of information available to job seekers with limited LLN, how a job seeker with limited education or with intellectual disabilities can process this information when making decisions, whether a job seeker has the ability to act rationally if they do not have the right to choose to attend, and that job seekers living in a collectivist society³⁹ are seeking self-interest.

The job seekers are required to interact with other systems such as the DHS Centrelink income support customer services. If these interactions feel negative in relation to compliance they impact on job seekers' attitudes, opinions and emotions towards the CDP. Job seekers stated that their decisions about attendance and participation were emotional. This could be interpreted as irrational because non-compliance is to their own detriment and may cause financial hardship. But barriers to communication with Centrelink currently make it difficult for job seekers to re-engage or stay engaged with CDP.

In the context of understanding how the CDP works, first there must be recognition of the embedded systems and interrelationships, particularly with the income support customer services provided by Centrelink. The CDP works across this welfare system and is a complex intervention. The income support rules and regulations in themselves are extremely complex, and the compliance framework adds another level of complexity. Remote Indigenous communities are extremely difficult locations to service because of their geographical distance and the low LLN levels and low digital literacy of clients. They also have limited on-the-ground service provision, as they have either local community agents who do not have the authority to conduct all the service tasks, or they are visited by fly-in/fly-out or drive-in/drive-out Centrelink service officers every two to six weeks.

"Because we get sent to and fro, up and down, and we can't get anywhere because of Centrelink. The RJCP [SIC CDP] participants don't have interest in work because get sent up and down." CDP participant

Two issues have been identified in the qualitative research. Firstly, many job seekers misunderstand their mutual obligation particularly where they cannot communicate effectively with Centrelink; these result in non-compliance outcomes. Secondly, whether by mistake or genuine non-compliance, there are some contexts where the application of penalties demotivates some job seekers to re-engage with Centrelink or participate in CDP. The stories and comments from survey respondents seem to indicate that young men are more likely to be demotivated to re-engage with the CDP. The complexity of the welfare system, in particular the intersection of the compliance framework with the CDP, seems to create an environment that may demotivate job seekers to re-engage because of shame and humiliation.

A range of negative experiences were shared by the CDP Providers interviewed, not all necessarily a direct result of the CDP but due to the broader consequences flowing from Centrelink income support customer service systems that administer the compliance penalties. Negative experiences shape decision-making for job seekers. When two systems overlap, they should be designed to work together towards the same overall outcome and not cause friction that drives unintended outcomes.

The circumstances where the overlap between the CDP and Centrelink is not working is expressed in multiple interviews with the community members and stakeholders. These stories have been synthesised in the following.

³⁹ Collectivism has to do with political theories that put the group before the individual.



1. **When servicing low LLN job seekers:** Job seekers told us that when they are asked by Centrelink (on the phone) whether they have been working, the job seeker says “Yes” and the answer is recorded as the person having become employed in a paid job: income support benefits cease. It became clear to the researchers that the job seeker is saying “Yes” because they do not distinguish between a WfD activity, a job placement or work experience, but may have limited English and express this as ‘working’. This was also verified by the CDP service providers. When the job seeker finds out they have been cut off, they felt confused and embarrassed and ashamed that they do not know how to talk to the Centrelink staff, so they do nothing. Other reasons they may not immediately make contact to attempt to resolve the issue include that Centrelink staff only come to community on rotation every two to six weeks and that it takes so long to get through to a person when you ring Centrelink. On some occasions, job seekers confuse things further when they attempt to re-engage with Centrelink because they are convinced they have to argue that they were doing WfD activities and therefore continue to say the word “working” which is assumed to mean that they had employment and no longer needed income support.

“They ring and tell that Centrelink mob they are working (WfD) but they think they are doing a real job so they get cut. No money. Then they don’t know for weeks. Just one day no money. But they won’t go back sign up. Too shame. Then they think they done something wrong. So just ask family for money.” Community member

2. **When employment circumstance change regularly:** Job seekers are often placed in employment on a contract basis (as is the case for most jobs in community funded by government and linked to political, programme or policy funding cycles). When the contract ends, job seekers may not understand that they need to re-engage with Centrelink and the CDP Provider. The job seekers state that they expect Centrelink welfare payments to be started again, because they associate these contracts with CDP and believe that the two systems know about each other. This cycle of payment and non-payment acts as a deterrent to accepting contract work because it leads to interim periods of financial hardship.

“Why do they make all them jobs just stop/start jobs? We start, then contract stops. Then we have no money while we wait for UB [unemployment benefits] money. Then Centrelink doesn’t come. We don’t eat stop/start. We need money as soon as we stop working.”

Community member

3. **When people experience financial hardship even through cycles of being employed:** Most employment opportunities in remote communities are of short duration and for minimum wages. When people leave jobs, they typically do not have enough savings to support an individual or family for the waiting period. People do not understand that they can claim financial hardship and exemptions to the waiting periods.
4. **When a job seeker gains employment on their own:** In cases where job seekers find work outside the CDP Provider placement system and then this job does not work out, so they leave, the job seeker must return to Centrelink to apply for income support. If they are considered to have voluntarily left the job without reasonable excuse, they must wait for eight weeks (this can happen as per point 1: miscommunication). There may be a pattern of employment not working out for some job seekers, or with some employers, that is due to there being little support for the job seeker or the employer in the absence of a CDP Provider. Job seekers are encouraged to show initiative in getting employment themselves outside of the CDP, but if it regularly does not work out, often job seekers do not go back to the CDP Provider or Centrelink. Therefore, the CDP Provider is unaware of the outcome and does not target the job seeker for re-engagement.



"I wrote out that CV myself and went and got that job myself. I worked there for a few weeks but then, no good. Why do we have to put up with [non-Indigenous] workers when they are no good and don't listen? When they are doing things wrong [culturally] I can't work there, so I leave. But they need to change if they want to work here. Now I have no money waiting for UB money again." Community member

"When they don't come through us we can't talk to the employer or support them. Often these jobs don't work out. Then they get really discouraged, disappointed. If we can work with the employer there might be a better chance of it working out. But we don't get paid to support them if they don't go through us. Then they don't come back to us or Centrelink and tell us, so they just stay home with no income. We don't know what happened to them, so we don't know to try and get them back." CDP Provider

5. **When it is frustrating and confusing:** When employment is terminated (regardless of whether it was a placement with a CDP Provider or not, within the 26 weeks or not) for any reason, the onus is on the job seeker to contact Centrelink and apply for income support. There appears to be little understanding of the policy rules and that it is the job seeker's responsibility to re-engage with Centrelink and the CDP Provider. The job seeker does not apply, and they wait for weeks thinking their money will come through, only realising when it does not that they need to contact Centrelink. Some people feel shamed and do not want to do this; others do not understand or do not have the capacity to explain their circumstances to Centrelink staff. Those who do apply can wait another eight weeks for presumed non-compliance (some job seekers said it was 16 weeks total) or longer, if it is an off week for Centrelink to visit the community. Many job seekers do not realise there are exemptions they could apply for, or that it is only a non-compliance that initiates the waiting period.
6. **When a job seeker is contacted by Centrelink for non-attendance and asked the reason for not attending, people will answer questions literally:** For example, when asked, "Where were you?" people may respond, "Home". They were at home, that is, attending a funeral or participating in sorry business or ceremony. Sometimes job seekers do not have English words to describe cultural obligations or it is not an appropriate subject to discuss with a stranger on the phone. Another example is the question, "Why were you at home?" to which the response might be, "I was sick." "Did you see the doctor?" "No." This is because there is no doctor or mental health professional in community, only a nurse at the clinic. The answers are not sufficient and they may get cut off, or if the CDP Provider has enough local knowledge of all participants they will correct it. However, this task of correcting such errors is burdensome administration. The CDP Providers state that they cannot respond to Centrelink on a job seeker's behalf and therefore they are often aware of the mistake but have to wait until it appears on their caseload under question for investigation.

"I can't see what they say to Centrelink. I know what families are in funeral or ceremony. If I could just see what they say in the computer, then I would know if that was true. People on Centrelink (phone) don't know what is happening here, but I do.⁴⁰ Meantime they cut off – too confusing for them when they are sad from sorry business, and they can't talk about it."

CDP Provider

7. **Disadvantaged job seekers:** People with an intellectual disability or brain damage from substance abuse or FASDs are the most disadvantaged because they have very limited capacity to comprehend what is required of them. They are assessed as able to work (one

⁴⁰ Under the *Social Security (Administration) Act 1999*, financial penalties may be applied to those who fail to meet their requirements without good reason and, again, these decisions are made by the DHS. However, providers have a number of strategies they can use to engage job seekers, such as giving a job seeker another chance to attend an appointment or letting them make up time missed from an activity, if they believe this will be a more effective way of re-engaging the job seeker than compliance action. CDP Guidelines Handbook 7 September 2015



CDP Provider staff member stated that it is “*almost impossible for anyone with a mental health or intellectual disability to get out of the CDP*”), but they have limited or no capacity to understand what to do or to remember what day or time they must participate in a very rigid scheduled daily programme. They are incapable of participating in activities, so they are inevitably cut off from the income support system. Because of their disadvantage, they are less capable of finding alternative sources of income or food and become dependent on family. The CDP Providers and Centrelink frontline staff do not have the authority to assess an individual’s capacity to participate – yet they are directly in contact with job seekers. It is said by CDP providers that assessments of capacity rarely occur; however, they would identify a range of individuals who have special needs and who may need flexible arrangements for their participation in the CDP.

8. **When income management applies to income support payments:** When a job seeker is cut off they cannot access their ‘kitty’.⁴¹ However, they can contact Centrelink and ask them to move money from their kitty to their BasicsCard⁴² so that they can continue to access this as quarantined money. Many people do not understand that they can do this. The result is they also lose access to any money they had in savings to support themselves.

“I have money in my kitty – cut me from that too.” Community member

9. **When Centrepay is set up to pay debts from income support payments:** If a participant is cut off from income support, other payments may be affected. The Centrepay automatic payments may be paying for tenancy, school breakfast/lunches, car loan payments and fines. The ceased payments result in potential homelessness, children deprived of school breakfast/lunches, repossession of vehicles leading to transport disadvantage, and potential incarceration for unpaid fines.

This ripple effect on social problems for job seekers with no source of income was the most discussed issue by community members, stakeholders and the CDP Providers. Of most concern is the accumulation of financial hardship, due to having no income support (see section 6.2).

The survey and in-depth interviews showed that there is a perception that poor access to Centrelink customer service affects the ability of the CDP to effectively change behaviour. The following service issues raised by community members and stakeholders are not within the CDP control, but negatively impact on the CDP operating effectively. Examples provided were:

- The average time it takes to contact Centrelink is said to be two hours.
- The average wait times to call and tell Centrelink you were unable to participate due to an exemption (valid reason) is 1–6 hours after first making contact (see above) and being transferred to the remote service team.
- There is only one Centrelink phone in each community that is working.
- The self-service kiosks cannot be used to put in a reason for non-attendance. The process must be by phone or in person.
- The self-service kiosks and the phone cannot be used to sign back on to income support after either being penalised (cut-off) or after employment is terminated. Registering for income support must be done in person with a Centrelink staff member. The remote visits by Centrelink staff occur once every four weeks in some communities and once in every eight weeks others. Therefore, individuals can be off income support for 8–16 weeks because they do not have access to the Centrelink staff to apply for income support.

⁴¹ Cash component of income support payments not quarantined under income management.

⁴² BasicsCard is a cashless welfare card that is like an EFTPOS card and used when income support is quarantined through income management programmes.



Some community members reported having little control in dealing with Centrelink making them feel shamed or sad. They also felt dehumanised, depressed and it demotivated job seekers and increased their frustration and humiliation. These emotions alienate job seekers from engaging in the CDP activity – because they do not distinguish between their interactions with Centrelink or CDP service providers; it is all about how government makes them feel.

“CDP Providers to have Centrelink Agent contracts or more direct access to DHS to resolve compliance issues.” CDP Provider

The penalties applied due to non-compliance are said to be depriving job seekers of income for basic needs, putting financial pressure on families and decreasing community wellbeing. This is counter to the outcomes the CDP strives to achieve.

In particular, there is an emerging theme that the welfare system that intersects with the compliance framework, and in particular the Centrelink income support customer services, makes job seekers feel bad. These negative feelings change their behaviour and can make some job seekers disengage from CDP.

Authors' suggestions for strengthening CDP: CDP Providers suggested a client-centric case management system with coordinated data linkage between CDP Providers and Centrelink. However, some information about job seekers is not shared between agencies, so the privacy and systems issues would need to be investigated further. The goal should be to increase job seeker ability to engage in the CDP by making it easier to interact with the income support customer services, and for the two agencies to have a more coordinated and integrated approach to servicing clients and managing compliance.

9.6.2 Community engagement and local solutions

Relationships between community, stakeholders and job seekers are important for improving attendance outcomes and for engagement with job seekers. The demand-driven approach was felt by CDP Providers to put the focus of the CDP on weak labour markets, with reluctant employers who cannot offer sustainable employment outcomes. The social innovation approach, with locally led solutions and good community development principles, was generally said to offer better opportunities for learning on the job, but these were on the decline because of the attendant red tape.

CDP Providers also felt that the relationship between the community, job seekers and stakeholders held the potential to find local solutions will improve outcomes.

“Effectiveness and engagement in community is not necessarily only reflected in WfD activity attendance.” CDP Provider

“Building a genuine relationship based on trust and respect is critical as well as support, mentoring and coaching.” CDP Provider

“If you have a really strong leader or senior who can engage with the community. Each site that has this has greater attendance than sites that don't. Needing to ensure the right fit for the community.” CDP Provider

“Make the government fulfil its commitment to real jobs. Get away from the illusion that remote communities can set up successful enterprises that create the amount of jobs needed to improve the quality of life in those economies.” CDP Provider

“Easier access to IAS [Indigenous Advancement Strategy] to do the community building exercises/activities.” CDP Provider



9.6.3 The freedom to be flexible with top-up

Many CDP Providers felt that a financial reward for effort would be better for motivating for CDP participants, based on their experience with top-up in the past or their experimentation with labour hire models.

“I would bring back wages and make the hours for CDP 20 hours per week.” CDP Provider

CDP Providers indicated that reducing the required hours would improve compliance, and giving people a choice to increase their hours to full time may also increase deeper engagement. Some felt that a reduction of hours would help job seekers meet their mutual obligations. Allowing job seekers more flexibility could help them achieve what they want to get out of the CDP programme.

“Reduce the hours requirements of WfD to 15 hours per week for all WfD job seekers. This will be easier for them to meet their obligations, keep them engaged and also allow providers to run the same activity twice per day with the same supervisor, equipment, etc. This would mean that the supervisor would be full-time employed and not likely to leave due to finding full-time work.” CDP Provider

“Allow for transient participants to attend other regions' activities without having to change address and exit one provider to another. Mid-term absenteeism from communities due to family, culture, etc. impacts on our ability to provide ongoing continuity in our programme and delivery.” CDP Provider

CDP Providers also felt that financial reward for effort showing, similar to CDEP top-up, would better motivate increased attendance. Paying wages was linked to better attendance.

“It would be more effective if the provider had control of paying wages because the effect would be instant and not retrospective.” CDP Provider

“Bring back the old CDEP programme with tighter controls for rogue providers, as the wages system was a sure-fire way of increasing attendance.” CDP Provider

“Also, if activity attendance is to improve, positive incentives, that are financially beneficial to the participant and community, will assist.” CDP Provider

9.6.4 The feeling of fairness

The CDP Providers found that there are issues with the administration of the compliance system. While work-arounds exist, they do not instil fairness in the compliance framework, and there is a need to facilitate better understanding, access and empathy. Applying financial penalties does not appear to increase attendance in a collectivist share economy; in fact, it may have the opposite effect. Where it does not work as expected, it needs to be improved.

“A participant can choose to not attend for a full fortnight and will only be penalised for three PRs [Participation Reports] for non-attendance; however, a participant who attends for one whole week and not the other will still lose the same amount of income support for that fortnight.” CDP Provider

“Better support and understanding from DHS regarding situations leading to a PR would be beneficial. Most DHS officers have no understanding of community, individual culture nor issues currently affecting or not affecting community.” CDP Provider



“Change the compliance framework – much less penalties with more provider control. Reducing reliance on DHS to reinstate job seeker income due to long wait times over the phone. Simpler and clearer policy and guidelines so that educating the community could be facilitated easier, effectively and transparent.” CDP Provider

“I would love to take out the Centrelink connection, as most of our mob feel this is degrading, and bring in a payment method whereby we pay them each week when they turn up so it’s an immediate payment of money or a loss of money if they are a no-show.” CDP

Provider

9.7 When does change occur and why

This section looks at what community member respondents think needs to change and who needs to change and how they need to change. Their responses provide insights into what improvements, tweaks or reforms may hinder or help achieve outcomes. This is especially useful for programmes like the CDP that focus on locally led solutions, strengths-based capacity building and programmes where multiple (including external) factors are expected to contribute to the ultimate programme goals of employment, training and school attendance.

As there is not expected to be much change in employment outcomes, school attendance or young people in training in the first year of the CDP, the survey respondents were asked about what would enable change in the next three years.

9.7.1 Enablers of change for adult employment

Respondents were asked what needs to change in the next three years for all adults in this community to be either in training or working. Who needs to change? How are they going to change?

Training (63%) was the most common response for what needed to change for adults to get into work. The change was seen as the responsibility of government (61%). More jobs (58%) through creating jobs and pathways to real jobs was seen to be the responsibility of the government and community working together (49%). For change to occur survey respondents said that having self-determination (45%) and job seekers being strong and believing in themselves (52%) was the responsibility of the community (59%) and job seekers (46%).

This study found that job seekers can achieve their aspirations for a real job when CDP provides social connectedness; a sense of belonging; stronger connection to land, culture and spirituality; and increases individual self-determination and independence. The CDP Providers and community need to support job seekers to feel that they can be strong and believe in themselves (Table 10).

Table 10 Enabling change for adults

What needs to change for all adults across communities to be in work or training?	How do they make the change?	Who needs to make the change?
(63%) More training (58%) More jobs (48%) Better jobs to aspire (48%) More Indigenous people working (48%) Better jobs to aspire to (45%) Self-determination (31%) More Indigenous businesses running things Base: n=914 Total responses = 7210	(55%) Improving skills (54%) More training (53%) Creating jobs (52%) Job seekers being strong and believing in themselves (49%) Government and community working together (49%) Community supporting job seekers (55%) Improving skills Base: n=914 Total responses = 4722	(61%) Government (59%) Community (54%) CDP Provider (46%) Job seeker Base: n=914 Total responses = 3014



9.7.2 Enablers of change for young people in education or training

Respondents were asked what needs to change in the next three years for all young people (under 25 years old) in the community to be either in training, going to school or working. Who needs to change? How are they going to change?

Table 11 Enabling change for young people

What needs to change for all young people across communities to be either in training, schooling or working in the future?	How do they make the change?	Who needs to make the change?
(56%) Young people need to aspire to a job (54%) Need more training (53%) Work together with community and government (50%) Make education a priority Base: n=614 Total responses = 3693	(57%) Funding more services/programs for young people (55%) Community input into decisions (49%) Encouraging young people to get the better jobs by staying in school (46%) Solutions that suit the needs of the community Base: n=897 Total responses = 4098	(56%) All of the community (52%) All of the community and government working together (46%) Young people (46%) Parents (46%) Government Base: n=914 Total responses = 3274

The community survey respondents said that young people need to aspire to working and a real job (56%). Through story telling many of the community survey respondents think the current generation of young people have grown up in jobless households since the introduction of welfare. This is in contrast to older generations who had work on properties or on the missions. Young people need a vision of the future that makes training and education a priority so that they can have the better jobs in community, the ones that currently only non-Indigenous people are getting, or the ones that pay good wages. The survey respondents felt that it was the responsibility of all the community (56%) to instil these values, hopes, dreams and aspirations for the future (Table 11).

9.7.3 Enablers of change for children to attend school

Respondents were asked what needs to change in the next three years for all children in this community to go and stay in school. Who needs to make change? How are they going to change?

The survey respondents felt that change will occur when there is a belief that education leads to a better future (50%) and that parents need to encourage their children (50%). This was also a very collectivist approach, with most people thinking all of the community (67%) as well as parents having responsibility to make this change. There were strong themes of cultural restoration, respect and recognition required in the schooling system to ensure that children felt safe, engaged and inspired to learn (Table 12).



Table 12 Enabling change for children

What needs to change for children across communities?	How do they make the change?	Who needs to make the change?
(50%) Believe that education leads to a better future (50%) Parents need to encourage their children (50%) Better activities for kids at school to keep them interested (47%) Learning about their culture inspires them to learn about other things at school (46%) Work together with the community and government (46%) Have more Indigenous teachers (39%) Stop bullying at school Base: n=919 Total responses = 5448	(61%) People need to take action (50%) Community has an input into the school (49%) Government provides more resources (43%) There is more training Base: n=914 Total responses = 3756	(67%) All of the community (60%) Parents (51%) Government (38%) Schools (31%) Elders (29%) Teachers (20%) Children Base: n=914 Total responses = 3243



PART 4 – DISCUSSION



10. Discussion

Parts 2 and 3 of this report have discussed the findings of the research. This chapter attempts to consolidate the learnings and suggest ways that the CDP may be more effective in achieving its key objectives of increasing participation and improving job opportunities, sustainable work transitions, and employability in remote communities. It explores three key research questions, in order to examine in the following chapter what works for whom in what circumstances through a realist evaluation approach. Therefore, the focus of Part 4 of this report is to investigate:

1. By what mechanisms and under what circumstances does the CDP improve employment outcomes?
2. What opportunities are there to strengthen mechanisms that improve employment outcomes in remote towns or Aboriginal and Torres Strait Islander communities?
3. What community, organisational or other contextual factors and underlying processes are influencing success, and how can implementation be improved?

The strengths: when it works

The findings from this research indicate there is a good alignment between community members' aspirations to work for real wages and to participate in work-like activities and training as a pathway to gaining employment. An employment programme like the CDP is logical and valued by remote community members. That is, job seekers want to work, and believe a programme that supports them through learning on the job and training will be a pathway to a real job. In addition, working on activities that benefit the community where the labour market may be limited was also a good fit with the collectivist culture and social values of the communities. Overall, community members value the CDP but want to see it improved to work better for their community, particularly having more community projects with more training so they can learn on the job.

When activities were developed, designed and led by community initiatives to make the community a better place, there was a view that job seekers were more likely to be engaged and learn a work ethic that improved their job readiness. When CDP Providers planned community development activities as precursors to upcoming community projects with either hosted placements or paid positions (i.e. there was a demand for labour), there was a view that job seekers learned on the job and improved their employability with the potential for a real job.

When the community saw job seekers working on community activities and the results of their labour benefited the community, there was a view that there was greater sense of community pride and individuals self-identified as 'the workers'. The workers received social admiration by the community and they felt valued for their contribution. When job seekers were employed after participating in CDP community activities, they became role models for others which helped to increase the engagement of other job seekers. Where the CDP Provider maintained good partnerships with employers and the job seekers saw more Aboriginal and/or Torres Strait Islander peoples working in hosted placements in the community. Participants in the study felt increased motivation to participate in activities and developed their aspirations of working for an employer because a hosted placement is perceived to be a real job.

When job seekers are assessed for their capabilities and interests, and the CDP Provider creates a detailed job plan that is actionable, there was a view that it sets goals that motivate the job seeker to attend. When these goals are staggered, small and obtainable, it creates confidence in the job seeker that develops their work personality. When job seekers are given good training in the organisational work culture of their workplaces and the employer has a good understanding of Aboriginal and Torres Strait Islander culture, study participants suggested that the job placement was more likely to work longer term and be a good fit for employer and employee.



When the conditions are right and the social and economic levers are used, findings from the study suggest the CDP does work as expected to create a pathway to real jobs.

The challenges: when it does not work

CDP Providers said the challenges of delivering CDP were that the remoteness of communities means it is expensive to deliver ongoing training; there is a high caseload in proportion to the population, which results in limited mentoring opportunities; a high number of job seekers have special needs in locations with limited access to services; and there are limited job opportunities and access to labour markets.

Despite these challenges, some CDP job seekers have been successfully employed. The research found that the CDP is only working for some people and not, as expected, for everyone. Some people do not attend, and some do not engage in the activities to learn and gain skills. Some are not getting the help they need to be job ready, and some are not doing activities that they feel will lead to a real job. A few have disengaged completely from the CDP, to the extent that they are penalised, suspended and no longer receiving income support (see chapter 9.5.1).

Some community members found it difficult to understand the overall workings, rules, guidelines and process of the new CDP. They felt there was less community development occurring because community plans were either not done or were not well promoted in community. Some CDP Providers stated that the focus on demand-driven employment opportunities and employer relationships took the focus off community-led decision-making for activities that would make the community a better place.

Some CDP Providers stated that they did not have sufficient money to fund community development activities adequately. Some CDP Providers felt that the funding was now biased towards employment outcomes and not job readiness outcomes which should be built into the community activities. Other CDP Providers also found the shift to monitoring compliance very resource-intensive. These changes meant that to be financially viable, CDP Providers reported that they have to achieve high attendance and placement outcomes and that in some cases were just not realistic considering the disadvantaged of some job seekers, the labour market and the employability of the caseload. This lack of funds was said to result in poor quality activities that job seekers felt were boring, repetitive and did not give them the skills they need for a real job.

CDP Providers who reported not having good relationships with stakeholders and employers also found it difficult to coordinate the forward planning of the pipeline contracts or upcoming employment demands so they would know in advance which supporting learning activities would best prepare job seekers for placements (see findings in section 8.4). When job seekers were not trained for jobs that came into the community, these jobs were then filled by outsiders. This was reported to create disappointment and frustration for community members. There was a view that Aboriginal and/or Torres Strait Islander peoples never get the jobs, which, in turn, demotivated job seekers and resulted in non-attendance. Alternatively, delays with the pipeline for those who were ready for a job could create disengagement and frustration, also leading to non-attendance (see findings in section 8.4).

Issuing a penalty may be seen as a failure of the regulatory apparatus, not a mechanism for achieving outcomes. When penalties appear to be applied inconsistently, this may result in learned helplessness or giving up. If the penalty is successful in motivating attendance (and there are many reasons to expect it will not; (see section about loss aversion in section 10.1 for a full discussion) but the job is not a real job, it may not lead to genuine engagement.

Most job seekers were confused when they received a financial penalty for breaching their mutual obligations through non-attendance (see section 9.3) particularly where they had valid reasons but were not giving prior notice to their CDP Provider. Job seekers found it difficult to access, communicate with and navigate the dual administration systems of Centrelink and CDP that managed their eligibility, compliance obligations and attendance records. Job seekers had difficulty understanding Centrelink staff when English is not their first language or even a language they speak. At times, job seekers said they were penalised due to miscommunication.



This research found that some job seekers (25%) were penalised for not being compliant with the mutual obligations and 65% of these were financially disadvantaged when they were penalised. On some occasions, job seekers reported that they had valid reasons for not attending, but their inability to give prior notice or navigate the system resulted in penalisation. Some job seekers reported that they struggled to meet the daily compliance requirements due to family problems, intellectual challenges or mental and physical health issues. This research found that sometimes these job seekers are penalised because they are either unable to communicate with the CDP Provider or Centrelink office to advise them of their situation, unable to prove their valid reason (i.e. doctor certificate, psychologist assessment, family violence, etc.) or are too ashamed or stigmatised to tell their CDP Provider of their problems.

The CDP is closely linked to community members' livelihoods. The basic need for income support to pay for food and shelter and financial security is provided in return for CDP attendance. In a collective society where income is shared, a loss for one job seeker affects many others in the community. When job seekers feel there is a risk to losing income support, or when people do not feel in control of securing income support, they feel anxious and tense. This research found that a lot of community members were feeling very anxious about meeting their basic needs, and this is reflected in a lot of negative feedback about the CDP (see section 9.1).

Beyond the most basic needs, the higher level human needs that involve feelings of belongingness and self-esteem were discussed by job seekers. The research found that these needs are especially strong, perhaps stronger motivators job seekers' behaviour than the motivations to meet basic needs. The research found that some job seekers (Group B) need to feel a sense of inclusion through the belonging and acceptance by their social and cultural groups. This social connectedness and sense of belonging, strengthening connection to land, culture and spirituality and increasing individual self-determination and independence were all said to be important to maintain attendance in the CDP. Where these social and cultural structures are not perceived to be incorporated in the way CDP activities are delivered, or the activities were not perceived to benefit the community, the job seekers reported not feel valued and they disengage. Job seekers reported not feeling part of community life when they are sitting idly in a CDP building. When they do not get the admiration of those they look up to, or feel self-worth by doing something meaningful that others value, job seekers said that they stop attending. Job seekers said that they would avoid this social isolation and seek out acceptance in other group activities which may be of a cultural significance or of an antisocial nature (gambling or drinking) (see section 8.4).

When job seekers are financially penalised for not participating, it may be to the detriment of their basic needs. But their non-participation may have been because their need to avoid feelings of shame, loneliness, social anxiety and depression. CDP Providers said that financial penalties did not work when job seekers would be supported by other family members if they had no income.

Job seekers reported feeling resentment when they felt that they had to attend to keep their income support. The new CDP felt unjust, unfair and punitive to some job seekers. When job seekers feel this way, they become demotivated, which results in them not engaging in the activities when they do attend, which does not help improve their employability, so the intent of the programme is not met. When more job seekers "*sit down for sit down money*" rather than get active in the community, community members saw this inactivity in different ways: some reported feeling that job seekers were lazy; others reported that job seekers are depressed and the CDP is demoralising and disempowering.

When the conditions are not right, the CDP does not work as expected. Findings from this study suggest that this is to the detriment of some job seekers who are bearing the range of unintended negative social and emotional outcomes.

10.1 Strengthening CDP practice

Increasing participation and gaining deeper engagement is achieved when certain mechanisms are present in certain contexts. This section uses the SIMPLER framework to discuss when the CDP works. The SIMPLER framework was developed from the Behavioural Interventions to Advance Self-Sufficiency (BIAS) project, which set about to learn how behavioural insights could be applied to human services agencies that



serve low-income and vulnerable populations in the United States.⁴³ The BIAS project undertook 15 randomised controlled trials in childcare, child support and work support programmes. Seven concepts were present in almost every trial, despite each intervention being designed to respond to unique challenges faced by particular programmes. The seven concepts led to the SIMPLER framework: Social influence, Implementation prompts, Mandated deadlines, Personalisation, Loss aversion, Ease and Reminders.

The SIMPLER framework can also be applied to CDP, by examining where the seven concepts are present as mechanisms for behaviour change in each of the segmentation groups. Where these concepts are not present, the SIMPLER framework provides suggestions for improving the CDP.

Social influence: Persuasion by Elders, families, peers or a person of influence can affect people's decisions and actions. Those social influences in community are vital resources to be optimised. Older generations who have had work experience from missionary times or CDEP are a diminishing resource in Indigenous remote communities.

Group A are influential people in their social groups of families or peers. Using this group to work for positive outcomes rather than negative outcomes will help to shift social norms in other groups. CDP Providers can identify the social influencers or leaders in a group and motivate these individuals by addressing their needs for socialising and for being seen to have a role of importance and by letting them choose activities that interest them. This can influence other job seekers to follow.

Implementation prompts: These are stimuli that encourage people to plan the precise steps they will take to complete a task, and they can help people move from pre-contemplation to action. The job plan is an important process that needs to include setting goals and creating training plans to map a clear pathway that job seekers create and own. It is not necessary for this to be a quick process, but if time is taken to fully understand job seekers, they will be more likely to be assigned to activities that engage them to participate.

The study findings suggest that Group B job seekers need better assessment and help to develop a job plan that meets their needs and supports them doing the CDP activities. CDP works for them when all their needs are understood and supported, because then they can participate and feel included and good about themselves. CDP works for these job seekers when their activity includes them and shows they can help others.

Mandated deadlines: Training for training's sake has been frustrating for job seekers and was a reform change for the CDP. Jumping in to fill up numbers on whatever training is available or activity offered does not align with job seekers' own goals or aspirations. In combination with the job plan CDP Providers should set some realistic time frames for training and job readiness. Long-term plans that involve pipeline planning rather than short-term ad hoc activities will result in better engagement in the CDP. This should include setting realistic goals about the amount of time that will be required to get the job and articulation of short small achievable goals along the way.

Findings from the study suggest that Group C and Group D job seekers want a step-by-step plan for their future. They are motivated by a bigger goal and see the CDP pathway as a way to get there. They need planned specialised good quality training with longer term certification or apprenticeships that will see them attain real jobs. The job plan is a good implementation prompt to keep these two groups motivated. CDP works when these job seekers are working towards real jobs that help their community and support their families and they can see a clear plan of how they can achieve their goal.

Personalisation: Efforts to personalise the programme or give job seekers personal assistance through a difficult task can improve outcomes. Activities that are aligned with job seekers' job plans and developed with their end goals in mind will provide more meaningful engagement. Having job seeker records that provide a staff member (either Centrelink or the CDP Provider) with personalised details could make contact with the job seeker easier, and could lead to better engagement and efficiency in the system.

⁴³ <https://www.behavioraleconomics.com/developing-simpler-solutions/>



Two of the four segmentation groups would benefit the most from this personalised approach. Findings from the study suggest that CDP works for Group A when the activities are of interest to them and they are able to socialise in a group activity. Group A feel respected for their role in community when they have a role in CDP that aligns with their self-interests and self-identity.

Findings from the study suggest that CDP works for Group B when the activities align well to their abilities and they can see the small incremental steps they need to take for job readiness. They want to improve their language and literacy skills and be able to contribute in their own way to their communities.

Loss aversion: Loss aversion is the tendency to prefer avoiding losses to achieving equal-sized gains, relative to a reference point. The main loss aversion mechanism in CDP is no work, no pay. CDP programme theory expects that the threat of a penalty will motivate participation in CDP. Loss aversion would suggest that losing pay is more motivating than gaining top-up pay. This needs careful consideration. Firstly, findings from the study suggests that there are inconsistency in application of penalties and numerous other mechanisms affecting reasoning and decision-making about whether to turn up to CDP (see section 9.5.1). The threat of being cut off from Centrelink is a form of deterrence, for deterrence-based interventions to work the threat must be credible, it must be consistently applied, and (to a lesser extent) it must be substantial.

The deterrence regimes are difficult to apply consistently (or, importantly, be perceived by the target group to be applied consistently) where there is a complex set of rules and valid exemptions and where there may be asymmetrical information such as is true for a target group with low literacy. If the penalty appears to be applied inconsistently and is not applied at the time of the infringement, a situation of learned helplessness can result where a person believes they are not in control of determining whether or not a penalty is applied, so they may give up on what they perceive to be an unfair system. The penalty loses all motivating power.

In addition, other competing mechanisms – such as social identity – interact with loss aversion or threat. Further, penalty regimes assume that loss of an individual resource is motivating because in an individualist culture, it is shameful to have to ask to share the resources of others. This may not be true to the same extent in a more collectivist culture. But even if the threat were consistently applied and even if there were no countervailing mechanisms or motivations, and even if it were able to motivate people to turn up to WfD, no evidence from this research suggests that it will act as a mechanism to generate engagement in WfD activities or stimulate people into developing skills for a job.

Findings from the study suggest that CDP works for Group A when there is no loss of social interactions. When Group A can continue to network, coordinate and organise a group, they feel good about themselves and it reinforces their social identity.

CDP works for Group B job seekers when they feel safe and cared for and included in the programme.

CDP works for Group C when they feel empowered to be able to participate in something that will provide for and support their family. When they are respected and treated with dignity, they will engage in the activities because they want to make their community a better place. Activities that fulfil their need to provide (production of food, homewares or construction activities) for their family and community will give them a sense of independence.

CDP works for Group D job seekers when they feel there has been a worthwhile exchange: that their time in the activity or training has not been wasted and spending it on this activity has helped to increase their skills. In these circumstances, they will engage deeply in improving their skills.

Ease: People can process, absorb and recall only a limited amount of information at one time. Thus, a central tenet in behavioural design is that making things as easy as possible can increase the likelihood that people will act. In CDP this may mean, eliminating the need for job seekers to have to request going back on Centrelink by making the system detect their completion of a placement, and developing more timely ways to check valid reasons for non-attendance and to apply penalties. Improving the ability to communicate and interact with the income support customer service system and the compliance system would make it easier for job seekers to engage in the CDP. More transparency between the systems would increase the CDP Provider's ability to provide a more personalised service.



Findings from the study suggest that CDP works for Group A and Group B when communication barriers are overcome by having bilingual CDP Provider staff and Centrelink agency staff who are local and can support them face to face with the administration requirements.

Reminders: These reduce the mental effort required to complete an action by providing a cue that the task still needs to be completed. Reminders can spur people to action in many fields, including health, voting and personal finance. Simple SMS text messages for the CDP appointments and daily activities may be a way to increase engagement.

Findings from the study suggest that CDP works for Group B when their cognitive impairments are properly assessed and they are supported through a range of reminders and prompts to attend.

10.2 How to strengthen CDP policy

There are some significant challenges in delivering CDP in difficult labour markets in remote conditions to a diverse group of job seekers, some of whom have the highest support needs. To be effective, the CDP must have elements of human-centred design, community development best practice and social innovation.

- **Think local, act individual:** Human-centred design requires service providers to identify local needs, create strategies for job seeker segments, develop personal plans and goals for individuals, and trial targeted solutions. The diversity of job seekers (see Part 2) is such that a single approach by a provider will not work. What works for some will not work for all. Therefore, a more human-centric approach to service design and delivery is needed in the CDP.
- **Think big picture, plan for the future:** Each community is different, so place-based approaches of community-led decision-making for economic development are needed for the CDP to be most effective. Systems thinking will need to be used to look at the bigger picture of what could be a future community, operated and run by local workers, with community-level place-based approaches to economic participation, labour pipelines, collaborative planning contracts and local labour workforce planning. This could empower communities to be responsible for planning their future through long-term development rather than short contracts. It will also require communities to coordinate the various jurisdictions of funding so they work together better for the community rather than for their siloed objectives.

The implications of this study are that without sufficient community control, WfD could actually be counterproductive by generating a sense of worthlessness rather than the self-esteem intended. Instead, giving local community organisations more control over WfD to identify real work opportunities and link with other sources of funding for local infrastructure may be an administratively simpler and more effective approach. This will be more supportive to Indigenous self-determination and advancement.

- **Think about innovation for enterprises:** Explore Indigenous business enterprise development, which may include partnering with existing businesses, subcontracting and scaffolding by big business and labour hire as a stepping stone into a sector or industry that can be built into an enterprise over time. Engage with the corporate sector for partnership, supply chains, mentorship, scaffolding and support through initiatives such as the Indigenous Procurement Policy, for example.

Findings from the study suggest that CDP reforms have had mixed results for increasing attendance but are not working to gain deeper engagement. There are mixed views about the quality of activities and whether these are motivating job seekers to attend. CDP, as a program, appears to have all the right elements for success, but some experimentation is needed to improve results. Rather than changing the policy again, focus on what can be improved upon in practice to support the mechanisms for behaviour change. The research suggests that some mechanisms could be strengthened to improve participation and engagement in the CDP.



“We are sick of all the changes; government needs to slow down and listen and then talk about the improvements, stop changing things you don’t know what is broke about them.” Community stakeholder

Make it easier: Address the systemic issues in the income support customer services to make it easier for job seekers to engage with the CDP.

- Reduce the number of cases where non-compliance is due to misunderstanding, miscommunication and shame by improving Centrelink’s cultural capability and capacity to service remote Indigenous job seekers with high needs and low LLN. This is universal but has serious implications for the Group A and Group B job seekers.
- Reduce the administration of compliance by decreasing the number of job seekers cycling through non-compliance who may not be capable of participating in the CDP. Focus on improving the frontline understanding of the difficulties that all job seekers have and be appropriately trained to assess mental, physical and intellectual conditions.
- Increase the number of job seekers engaged in the CDP by having more Indigenous frontline staff in Centrelink offices administering the income support system, including compliance to help re-engage disadvantaged people who have disengaged from income support and/or the CDP. Special on-the-ground resources may be needed temporarily until people become more familiar with the CDP, to assist in identifying and submitting applications for income support.
- Increase communication between the systems of the CDP and income support services to improve individualised case management of job seekers and reduce the resource burden on CDP Providers.

Make it attractive: Making it easier to navigate the income support services will go a long way to reducing the negative emotions associated with compliance issues (It’s not fair; I won’t go). When the CDP Providers extend themselves to make job seekers feel good about participating, they know this leads to engagement. Allowing more personalised time with job seekers for assessment, job planning and creating a learning pathway to a job increases the positive emotions associated with CDP (I feel valued; I will go) and the ability for rational thinking (I want to work; I can get there by attending the CDP).⁴⁴

Reinforce it: The compliance framework is meant to drive attendance, but it does not seem to do that. It has two effects: firstly, Group A may disengage; secondly, Group C may become demotivated and do comply but feel disengaged when attending. Findings from the study suggest that social influences are more important mechanisms to drive deeper engagement in the CDP.

- Promote the positives and benefits of the programme and communicate these through local community social marketing plans by key influencers in the community. When this message comes from those with social influence in the community, it can be very powerful.
- Increase the visibility of Indigenous workers and create the social norm of more people working (this could tie in with the previous point about special resources to support re-engagement with the CDP).
- The CDP Providers understand the importance of role modelling. If incentives are considered, such as top-up payments, these could be distributed in accordance with effort showing and achievements in the work role to validate the behaviour required for the benefit. Effort showing is more than time in, time out. There needs to be a demonstration of those work personality traits that others may not have learned taught in the CDP programme.

10.3 Contextual factors to consider

There are bigger contextual issues raised in this research about the programme overall that may be more difficult to address and need more holistic policy discussions. Our research highlighted areas that need more investigation, but this was beyond the scope of this project.

⁴⁴ Systems 1 and Systems 2 thinking is explained in <http://www.ipsos.com.au/MAPSeBook/>



11. A realist discussion

This section draws on the findings of the research and the preceeding discussion of opportunities to improve. It views the findings through a realist lens that seeks to understand the different mechanisms by which CDP works and the contexts in which these mechanisms generate intended outcomes.

11.1 Background to the realist informed evaluation of CDP

Realist approaches do not consider that interventions ‘change’ people, and do not regard those receiving them as passive recipients of services. The volition of participants is key to realist approaches, and the reasoning they apply to the resources that interventions provide is what is considered to generate outcomes.

Realist research and evaluation can be challenging for researchers and policy makers because the unit of analysis is not the program but the causal mechanisms that underpin it. These mechanisms are often ‘hidden’ aspects of reality but ones that have real effects. In many cases these mechanisms are the concepts used in sociology (e.g. racism) and psychology (e.g. self-efficacy) to explain behavior and behavior change.

On a realist account a program provides resources, opportunities or constraints (e.g. job plans and penalties for non-compliance) – these interact with a person’s thoughts, reasoning, preferences, norms and cultural beliefs – this interaction is a mechanism (e.g. hope for a real job, fear of a penalty). Depending on circumstances of the person (e.g. self-esteem, literacy, stability of housing) CDP may or may not lead to a decision (engage in WfD activities), which may or may not be effective in achieving an outcome (e.g. development of skills) depending on the operation of other mechanisms (e.g. racism in the workplace etc.) and the broader social context (e.g. the availability of jobs to which the person aspires).

CDP is a complicated intervention into an incredibly complex local system. This creates substantial challenges for trying to understand ‘what works’ or even ‘what works for whom in what circumstances and why’. The following does not attempt to deal with all the relevant mechanism and context configurations that will be at play in CDP but provides some realist discussion of the findings of the research.

11.2 Findings

CDP has the potential to make a powerful contribution to Indigenous advancement. The key to success may lie in empowering local decision making in all aspects of CDP while providing resources to stimulate demand and increase the supply of labour.

CDP is a complicated intervention into a complex system. It includes a variety of interventions (WfD, community led activities, host placement incentives, employer incentives and enterprise assistance etc). These all introduce resources, opportunities or place constraints on how people think and make decisions. They also change the context in which these decisions are made. The interdependences in the system and the degree of complexity makes it almost impossible to orchestrate an effective system that relies on centralised rather than local decision making—including the application of penalties.

11.2.1 Pathways to CDP participation

To make a sustainable and positive contribution to Indigenous advancement CDP should be community driven and have an economic development focus that does not displace, but rather strengthens businesses in the region and assists them to support the transition of CDP participants into paid employment.

We have identified two main contexts and two associated positive pathways for increased CDP participation, increased job skills and attitudes, transition from welfare to work and a means to better social and economic outcomes for communities. Importantly these contexts are not geographical. It is not necessarily the case that in one community there are no jobs and in another there are jobs. The context is an interaction between



a person and a place. The context is the presence or absence of a job that aligns with a person's capacity and/ or provides a stepping stone to a job, or comes with training, that aligns with their aspirations.

Context one is where there is the **potential for 'real jobs'**, advancement and a career pathway. Context two is every other context where there is potential to do a job **that benefits the community**. The first context is more likely to lead to 'real jobs' and a pathway towards moving people from welfare to work. When this context does not exist, the second context requires a pathway to make positive contributions to the community.

Work should be done to increase the size of context one i.e. to **create jobs**, through *Indigenous Enterprise Development funding*, but also through any means necessary to bring culturally appropriate and long-term work opportunities into the community (e.g. Employer Incentive Funding⁴⁵, Land and Sea Management programme, or via processes identified in case studies by SVA⁴⁶).

When context two exists there needs to be means by which local community governance groups can work with CDP and all other sources of public and not-for profit funding to develop a community infrastructure plan that guides investment in people, business development and critical infrastructure.

11.2.2 Real jobs

In context one, where there is the realistic possibility of a 'good' or 'real' job (See section 4.2) for an individual with an employer, the **match between employee and employer needs to be the focus**.

It must be something an individual

- Can do or can be trained to do
- Wants to do or is not ashamed to do
- Doesn't have any cultural or family responsibilities that create insurmountable obstacles. This may include stability of residence, appropriate treatment for medical issues or disabilities.
- Doesn't create obstacles in the mind of the employer [including being **culturally competent**] that preclude them making an offer of an apprenticeship or employment.

If these are met, then there is a feasible option [because of **hope and optimism** about the future] but may require a **job and training plan with achievable milestones** [to build **confidence**] and **personalised support** to deal with any surprises. This job pathway will be strengthened if it includes formal qualifications [**access to mainstream society**].

In these cases, it is important not to destroy an emerging pathway from welfare to work through other decisions that affect the community, which may happen if 'fly-in fly-out' workers do a task for which the job seekers are being trained. In some instances, this will be unavoidable, but should wherever possible require that these workers are coming in as **mentors**. Business cannot be expected to provide this public good, so **training and mentoring payments** must be easily available for employees.

11.2.3 Community needs

In context two where there is no immediate realistic possibility for a job for an individual in the community then the **match between individual abilities** (and development of work skills) **and community needs** should be the focus of CDP activity.

This requires a process for **determining community needs** that may feasibly be addressed by CDP activities. This may include a community led process for **prioritising community projects** that are feasible with the pool of skills available with CDP participants. This should include CDP projects or suppliers being eligible for **infrastructure grants** to enable the purchase of equipment or additional skilled labour (who may

⁴⁵ <https://www.pmc.gov.au/resource-centre/indigenous-affairs/community-development-programme-opportunities-employers>

⁴⁶ https://www.pmc.gov.au/sites/default/files/publications/SROI-Consolidated-Report-IPA_1.pdf



also act as mentors) to enable the completion of community projects.

In this context CDP activities should reflect what:

- A community wants to get done
- Can be done by leveraging existing skills (or with external skills that provide mentoring or other contributions to the pathways of local people from welfare to work) in addition to infrastructure **grants** for capital works (or funding for other community projects that might better support female employment)
- Can get done in a visible manner [**social norms**] as this builds community resilience.

11.2.4 How does this fit with current arrangements?

CDP providers deliver two types of services on behalf of the Government.

1. **Basic Services:** including integrated case management and supporting jobseekers to find and keep a job.
2. **Remote Employment Services:** including establishing and administering Work for the Dole—work-like activities, which jobseekers must participate in five days a week, depending on their assessed capacity. These work-like activities were to reflect local employment opportunities or be relevant to community aspirations and needs.

This could be reconfigured as

1. **Basic Services:** including integrated case management and supporting jobseekers to find and keep a job – when an appropriate job exists, and when appropriate housing, medical and disability assistance can be provided.
2. **Basic Services Plus Employers:** including integrated case management and supporting jobseekers to find and keep a job that could feasibility be developed with a local employer and when appropriate housing, medical and disability assistance can be provided. This may include subsidies or culturally appropriate employment training placements with potential employers.
3. **Remote Community Development Employment Services:** including establishing and administering Work for the Dole activities, which jobseekers must participate in five days a week, depending on their assessed capacity. These work-like activities should be directed by local community groups who can identify and prioritise relevant community aspirations and needs (this should include the use of sanctions and supports that fit the local context). These tasks should be visible to the community to promote participation. These groups should be encouraged to access community development or infrastructure grants to support project completion.

CDP initiatives must be completed with support for Indigenous enterprise development and subsidies and cultural competence training for existing employers in the region if the programme is to be effective at moving people from welfare to work.

11.2.5 Where do penalties fit in?

Penalties are part of the legislated compliance framework which expects people in return for tax-payer funded income support payments to meet their mutual obligation requirement. The financial penalties are designed on the principle of fairness or mutual obligation 'no work, no pay'. They are designed to counter balance the potential for 'job snobs' to turn down work opportunities. The CDP should pay greater attention to the principle of effectiveness, that is, means for getting people from welfare to work. Greater attention should be paid to the implications of regulatory theory⁴⁷ and the need for responsive regulation that relies on

⁴⁷ Drahos (2017) Regulatory Theory: Foundations and Applications. <https://press.anu.edu.au/publications/regulatory-theory>



trained local people to draw on contextually specific information to effectively balance the use of sanctions (or penalties) and supports to assist a person to move from welfare to work. A penalty on its own only works on a potentially deterrable behaviour. For the use of penalties to work, attendance must be a behaviour that the job seeker feels is under their control, for which they can see alternatives and for which they will actually feel the consequences. For example:

- When core factors shaping behaviour, such as identity, personal beliefs, family obligations, and pride are negatively affected by the job, a penalty is unlikely to be sufficient motivation because of **cognitive dissonance** (i.e. when a behavior is inconsistent with thoughts or contradicts beliefs)
- When a person has drug, alcohol or other **addictions it may not work** because the behaviour is not seen by the person to be under their conscious control
- When the penalty is **not consistently and swiftly implemented** it will not act as a deterrence and will be counterproductive and lead to **'learned helplessness'** (i.e. the feeling, whether true or not, that it doesn't matter what a person does, they may still be penalised apparently arbitrarily)
- When the penalty is **not experienced by the job seeker**, but by the community, then it won't be effective at shaping job seeker behaviour. This may occur when resources are more collectively managed than they are in more individualistic communities.

However, **even if a penalty were effective in increasing participation in WfD**, turning up on its own is not enough. Participation is only a means to an end, and the desired end for almost everyone is a 'real job'. It is hard to conceive how any person could be penalised into being inspired to develop skills and a career path.

11.3 Conclusion

Employment in a 'real job' that makes a positive contribution may be considered fundamental to the wellbeing of most people. The fundamental problems with CDP appear to be the lack of real jobs for people to aspire and transition into and a lack of local control, decision making and accountability for local community development.

Fairness is a cornerstone of behavioral economics and responsive regulation. Without efforts at **economic development** in remote communities it is hard to see how a fair bargain between communities and the state is being struck. Communities need to be able to make their own their decisions and make mistakes. Without a greater focus on community decision making in both the identification of development projects (including decisions about the use of local people or other sources of labour) and the support, and sanctioning of people in a consistent and culturally appropriate manner it is hard to see these can be applied with fairness and in a way, that strengthens community resilience and assists people to move from welfare to work.

Empowering local communities is bigger than any policy area and is a key issue for Indigenous advancement. It requires the state to cede an element of control and accept governance risks in exchange for more efficient and effective long-term outcomes. Moving away from a centrally administered welfare system with its focus on individual citizens towards a more collectivist system might have some inefficiencies, and it might create opportunities for corruption, but it may also be more legitimate to local people, be necessary for breaking the cycle of disadvantage and generate greater political engagement. The central question is whether the benefits that have been achieved for the advancement and empowerment of Indigenous people in remote communities from the current system outweigh the likely risks and potential benefits of greater decentralisation and local decision making.



Appendix A: The Community Development Programme

The PMC has developed a linear programme logic for the CDP (shown at the end of this appendix). The programme logic has many assumptions about what preconditions need to exist for the programme to work. There are also many interventions and resources, some of which form part of the CDP and others outside the programme, are needed to have an impact on the overall outcomes of the programme. Some of the outcomes that the CDP aspires to achieve – for example, improved health and wellbeing of job seekers, community safety and functioning – may actually be the preconditions that are necessary for the programme to be successful.

This evaluative research has been designed with the goal of contributing to the programme theory. It seeks to understand the behaviour of the job seeker and how the CDP can enable or inhibit their readiness for employment or employability. As described in Part 1 of this report this evaluation has taken a simplistic view of the stages of transition for a job seeker, using four progressions: assessment and planning, engaging in the Work for the Dole (WfD) activities, learning on the job (working on projects or hosted placements in intermediate labour markets) and employment (Figure App 1). The CDP is expected to support and resource a job seeker to transition along this pathway from welfare to work and contribute to making their community a better place to live.

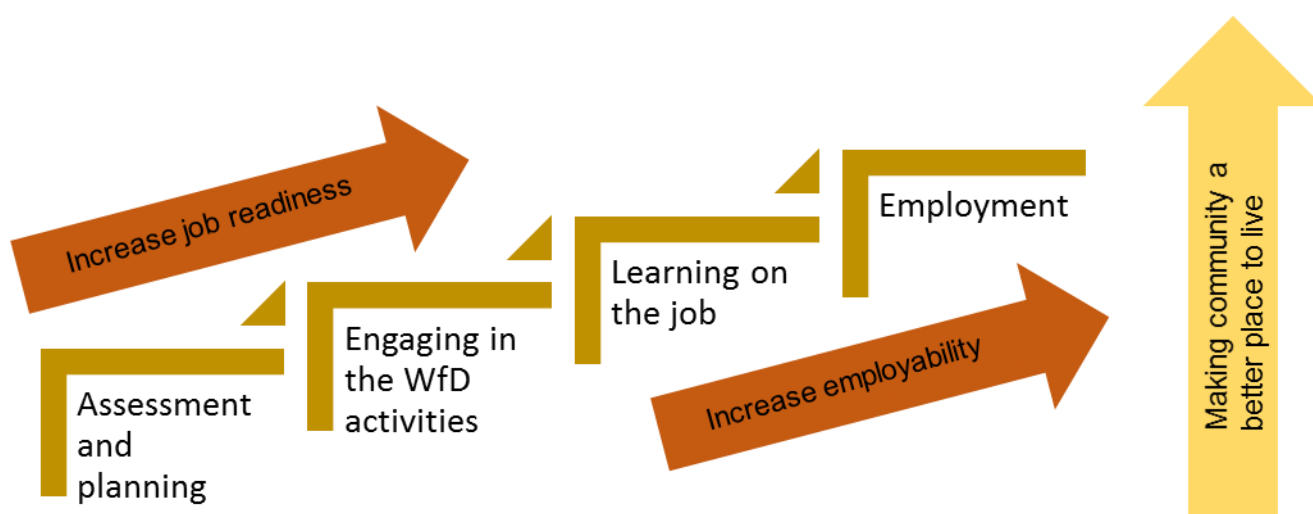


Figure App 1 Welfare to work, making a better place to live

This evaluation identifies change agents that are necessary for different groups of job seekers, and the impact where these are absent or weak in CDP. The results of this evaluation will be used to identify if the interventions and social levers used by CDP Providers work or do not.



1. Programme context

The CDP was implemented after two previous employment programmes in remote communities: the Community Development Employment Projects (CDEP) and Remote Jobs and Community Programme (RJCP). The difference between these programmes and the CDP are clear at a policy level, but for people living in remote communities the change in policy often brings confusion, uncertainty and scepticism. Some survey respondents felt that the past programmes were the 'good old days' in comparison with the current day CDP. A short description of the CDEP and RJCP has been included here to clarify the differences between the programmes.

2. Community Development Employment Projects

CDEP was a programme provided by the federal government for (primarily) Aboriginal and Torres Strait Islander people living in remote, rural and urban areas. It enabled an Indigenous community or organisation to pool the unemployment benefit entitlements of individuals into direct wages for those people who chose to participate in local employment in various community development or organisation programmes as an alternative to receiving individual income support payments.

Prior to July 2009, the relationship between CDEP organisations and the individual participants who were undertaking paid work was treated by the Australian Bureau of Statistics (ABS) as an employer/employee relationship. The individual participants were considered to be in paid employment, even though they were paid for their work from funds originating from unemployment benefits. Many participants in this case study research described CDEP as real money or real job for wages and felt that they were working for their community rather than being on welfare.

From July 2009 onwards, the CDEP scheme was discontinued in non-remote locations. In remote communities, participants who joined CDEP prior to July 2009 continued receiving wages until July 2015 under the new RJCP and continued to be classified as employed. Participants who had joined from July 2009 received income support benefits instead of CDEP wages and were therefore not considered to be in an employer/employee relationship. Regardless of this technical distinction, many people still felt they had a job working in their community.

One distinct difference between CDEP and CDP was top-up. Top-up was provided to CDEP organisations to enable those on CDEP wages to work additional hours without the disincentive of having their income tapered (reduced) as occurs with those on Centrelink income support payments. Top-up provided desperately needed additional income for people living in remote areas, where costs of living are high.

CDEP was a major provider of community essential services. CDP substituted or displaced business and service provision in communities to such an extent that it cross-subsidised the provision of government services. The conversion of job seekers from these welfare-supported positions into real employment did not occur.

3. Remote Jobs and Communities (RJCP)

The Remote Jobs and Communities Programme (RJCP) was introduced by the Gillard government on 1 July 2013, following a review of remote participation and employment servicing. With the aim of providing a more integrated and flexible programme of support for remote job seekers, it replaced four programmes that were formerly in place in remote regions:

- Community Development Employment Projects
- Indigenous Employment Programme
- Job Services Australia
- Disability Employment Services.



Remote Australia was divided into 60 regions, and providers were contracted to provide support to job seekers in each region. Prior to the transition to the CDP, there were 41 providers covering the 60 RJCP regions (with some providers servicing more than one region), servicing approximately 37,000 job seekers.

Participants in the case study research talked about delays that occurred while RJCP, itself a new approach to service delivery, was being established. This felt like things stopped and stalled and momentum seemed to slow down, particularly for the community development element of the programme. For some people with previous CDEP experience, this new programme felt like it was not giving them the same opportunity to be active and work for their community, despite the significant desire to support local Indigenous-owned organisations contracted to deliver the services.

4. The Community Development Programme (CDP)

On 6 December 2014, the Minister for Indigenous Affairs announced that the RJCP would be reformed to create an employment service better targeted to remote Australian communities by providing real pathways to long-term job outcomes and putting an end to passive welfare. The reformed programme commenced on 1 July 2015 and was renamed the Community Development Programme (CDP).

The key objectives of the CDP are:

- All working-age adults participating in activities that get them job-ready while making their communities better places to live. This will be achieved by engaging job seekers between the ages of 18 and 49 in a routine of WfD activities for 25 hours per week 44 weeks per year or up to an individual's assessed full capacity to work.
- Achieve historically higher rates of sustainable transitions to work – 26-week job outcomes – for job seekers through Employer Incentive Funding, supporting the establishment (or expansion) of remote enterprises through the Indigenous Enterprise Development funding and stronger relationships with local employers.

The Forrest Review (2014)⁴⁸ found that four primary reforms were needed of the remote employment programme to more effectively reduce dependency on income support through employment and increase the participation rate across remote Australia:

- strengthening incentives for providers to deliver a demand-driven system
- simplifying payments with reduced red tape for providers
- introducing WfD and the resources to implement it
- strengthening the job seeker compliance framework.

Under RJCP, training and participation activities were based on an individual's employment aspirations. The CDP establishes a more demand-driven, employer-focused remote job service by:

- weighting payments to providers more heavily to the attainment of 13- and 26-week job outcomes
- removing training for training's sake. Job seekers may receive training for literacy and numeracy and be supported to obtain a driver's licence as part of their activity requirements, but any further education and training will only be supported if it is linked to a real job or WfD activity. (As an exception, those under 22 who are early school leavers are encouraged to continue their studies and complete year 12.)
- stronger incentives for employers to support job seekers into lasting employment (i.e. increased funding to provide jobs and work experience for remote job seekers).

The reforms to RJCP were intended to reduce red tape and simplify processes for providers to allow them to focus on assisting job seekers. This included a simplified provider payment structure (from myriad payment

⁴⁸ Creating Parity – The Forrest Review available online at <https://www.pmc.gov.au/sites/default/files/publications/Forrest-Review.pdf>



types to four) and a simple job plan with measures to better support job seeker attendance. However, early feedback from providers suggested that some of the reforms may be increasing the administrative burden on providers (e.g. the requirement to record a job seeker's hourly attendance).

The new provider payment structure was expected to drive an increase in job seeker attendance. During a transition period between 1 July 2015 and 1 January 2016, providers were funded with advance payments, but from 1 January 2016 they received monthly payments calculated on the basis of the hours each participant was engaged in these activities.

Under CDP, participants are required to do WfD for up to 25 hours per week, depending on their assessed capacity to work. This was an increase from about 20 hours of activity per week under RJCP.

Of the approximately 37,000 remote Indigenous job seekers, it was expected that almost 30,000 would be engaged in WfD to earn government allowances. Job seekers who are not required to participate could volunteer to participate.

Some activities are organised and managed by the provider directly, while others are delivered by host organisations on the providers' behalf, or through a hosted placement. Hosted placements can be in group community development activities (possibly hosted by another community service provider or organisation) or in real workplaces by a business, social enterprise or government agency.

Providers must ensure that WfD activities reflect local labour market opportunities or meet community aspirations or needs.



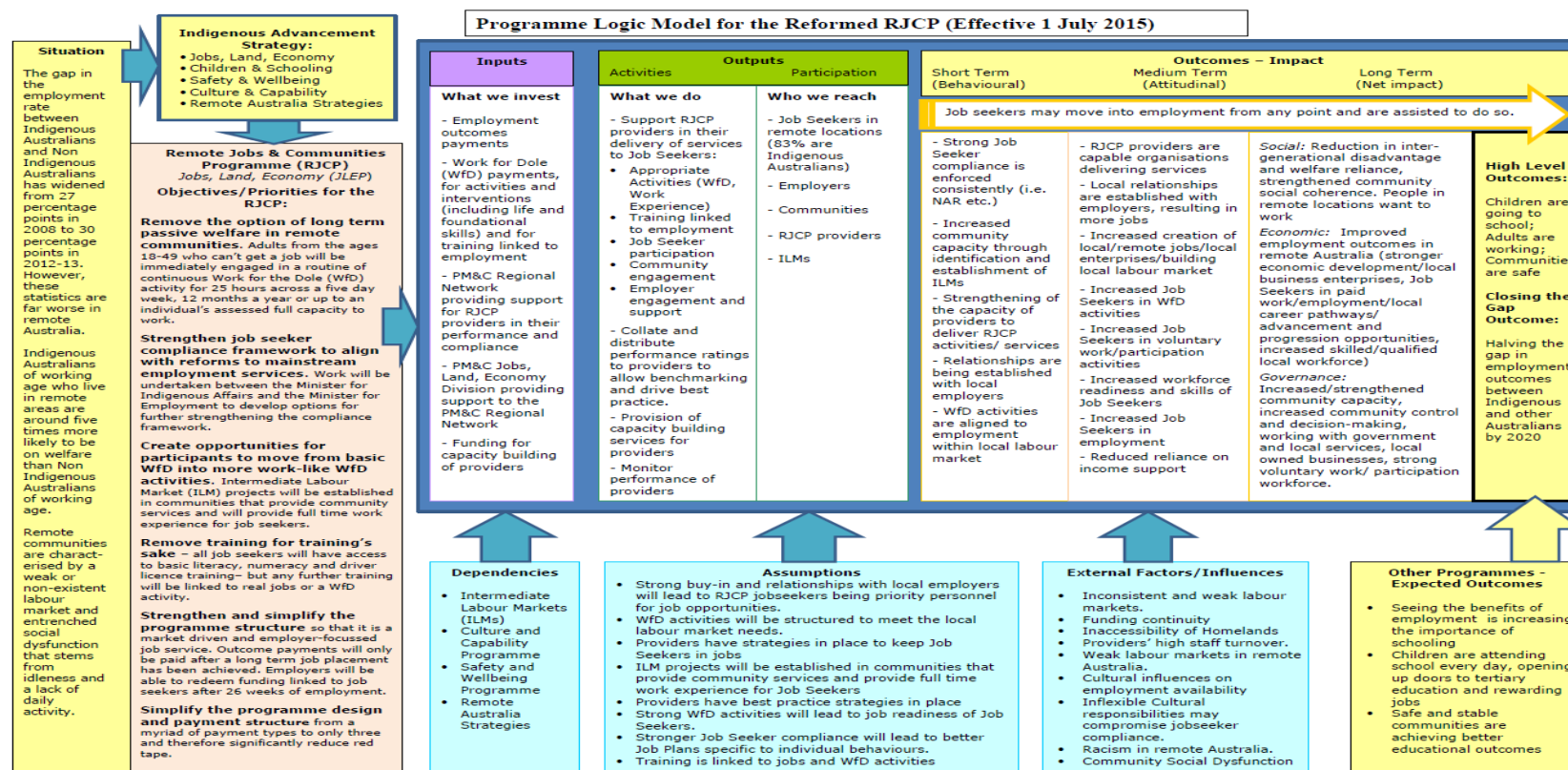


Figure App 2 CDP Logic diagram

Appendix B: Methodology, including rationale

1. Rationale for using a realist approach

To understand how and why this programme works (or does not) for whom in what circumstances, the evaluation adopted a realist lens using behavioural science and other theories or propositions regarding likely Context-Mechanism-Outcome configurations (CMO) deemed to be 'triggering' or 'firing' the outcomes in policy focus.⁴⁹

Simply put, the realist position is that programmes do not 'work' or 'not work'; they contain a series of interventions that introduce resources or provide constraints that change the way people reason and, depending on their context and in interaction with other influences, how they behave. This affects the outcomes achieved. In a realist account, which is well aligned with behavioural economics, the causal power of the programme lies in the complex web of thoughts and actions that different people have in response to the rules, regulations and incentives. While in a complex adaptive system (see below) it is difficult to untangle these completely, advances in policymaking can be made when evidence explains how and when an intervention is associated with people making better decisions and getting better outcomes.

An initial realist reading of select recent Indigenous employment programme literature was carried out by the Department to help shape this approach.

2. Evaluation context

The evaluation of the Community Development Programme (CDP) is made up of a number of components, including this evaluation which is an aggregation of eight community case studies. The community case studies were conducted in eight CDP regions with eight communities in total. The focus of this evaluation is on what works or does not for the job seekers participating in CDP. The views of the community, whether about CDP or not, and feedback from a range of stakeholders were collected and calibrated with administration data to get a better understanding of job seeker behaviour. To best investigate job seeker behaviour, the research was framed by what was currently known about the programme. The CDP:

- works across a complex system: it interacts with several other such systems and community and government programs and services and labour markets
- involves dual administration systems of Centrelink and CDP to manage compliance
- is working in a range of unique and varied sites
- aims to achieve multiple social outcomes beyond employment (community wellbeing, school attendance, etc.)
- has a variety of interventions (WfD, community-led activities, host placement incentives, employer incentives and enterprise assistance, etc.)
- involves collaboration between several different organisations (government jurisdictions and agencies, NGO providers, community reference groups, and employers)

49 Pawson, R., & Tilley, N. (1997). An introduction to scientific realist evaluation. In E. Chelimsky & W. R. Shadish (Eds.), *Evaluation for the 21st century: A handbook* (pp. 405-418). Thousand Oaks, CA, US: Sage Publications, Inc. Note, however, that 'contexts' in realist terms go further than notions of 'place' in a geographic sense and interrogate social formations and dynamics using metaphors informed by psychology and related theories of human agency in conjunction with other social science paradigms.



- has a degree of community engagement (community-led decision-making) for creation of activity plans
- has a focus on a defined physical area (this is not a spatially blind policy; the practical programme 'place' may be limited to a small precinct within the entire prescribed area)
- aims to move people through a trajectory of stages from job readiness to employability
- relies on at least four overarching assumptions outside the programme resources such as those in the program logic to be in place to make it work that need to be tested:
 - Intermediate labour markets exist or enterprises can be created or expanded
 - culture and capability programmes are strengthening local decision-making
 - social and wellbeing programmes are being implemented to help vulnerable job seekers
 - other remote Australia strategies (housing, education and health) are being implemented.

The evaluation approach incorporates elements from theory such as realist evaluation, participatory action research, complexity theory and the behavioural sciences. The subject of the research is the job seeker as the primary study unit; stakeholders within the ecosystem that surrounds the programme were interviewed about what influences the job seeker behaviour.

3. The complex nature of the CDP

The CDP effects are crucially dependent on context and implementation. As such, an evaluation of the CDP lends itself to a realist review because the practical realities and challenges involved in using evidence in policymaking are formidable due to the complexity of the programme.⁵⁰ Remote Indigenous communities are complex adaptive systems. Auspos and Cabaj (2014) describe complex adaptive systems in placed-based community development programmes where a number of key characteristics exist:⁵¹

- **Multiple, diverse actors:** where the behaviour of an actor is shaped by values, interests, perspectives and their relationship with other actors in the system operating in a larger political, cultural and social context. The CDP involves multiple stakeholders and their roles as actors and their relationships with other actors are diverse and interconnected.
- **Emergent and self-organising behaviour:** where there is no clear hierarchy in the CDP as the actors are constantly organising and adapting their behaviour to best fit and thrive in the system. The subject of the research is the job seeker, who sits within the ecosystem involving and surrounding the programme. That is, it is not enough to look only at the behaviour of the job seeker to understand outcomes of the programme.
- **Nested systems:** where participants of the CDP are embedded in communities, community activities are delivered by service providers and other stakeholder institutions are delivering supporting services, which are also embedded in the physical environment and cultural, socio-economic and political context.
- **Overlapping systems:** in the context of understanding how the CDP works, first there must be recognition of the embedded systems and interrelationships. The CDP works across these systems and is a complex intervention. The CDP is delivered through cross-sectoral or cross-jurisdictional partnerships (i.e. labour markets, housing, welfare, health disability services, etc.). Methods to evaluate partnerships have also proliferated but tend to focus only on particular aspects of partnerships. Using a realist approach helped to provide a simple

⁵⁰ Pawson, R., Greenhalgh, T., Harvey, G., & Walshe, K. (2005). Realist review – a new method of systematic review designed for complex policy interventions. *Journal of Health Services Research & Policy*, 10(suppl 1), 21–34.

⁵¹ Auspos, P., & Cabaj, M. (2014). *Complexity and community change: Managing adaptively to improve effectiveness*. Washington, DC: Aspen Institute.



conceptual framework to understand how aspects of context affect the way the programme works.

- **Non-linear progress:** because the relationship between the inputs, interventions and behaviours are not linear. Many programme logics have been developed with little evidence of causality and many aspirational outcomes; the CDP is an example where there is a need for more evidence of causality built into the programme theory.
- **Sensitivity to context:** because each remote community is different, each CDP service provider is different and each job seeker is different in many ways, there is variety from place to place, person to person and provider to provider. The CDP is a place-based programme working across a range of unique and varied sites which aims to move people through a trajectory of stages.
- **Co-created evolution:** where internal dynamics and external forces are changing behaviours and relationships. The CDP is undergoing reform and, at the same time, the internal dynamics of communities are constantly evolving.

4. What do we know about the CDP?

A short literature review was undertaken to look at the common measures, metrics and approaches that other job participation programmes or community development initiatives have used to evaluate their impact. In particular, the review aimed to identify what has been found to drive social change or map pathways in limited labour markets. Specifically looking at the evaluation questions, the investigation reviewed the metrics or measures that were used to evidence causality for the development of a theory of change to inform the programme logic.

Evidence Based Policy (EBP) has turned increasingly to systematic reviews of the results of previous inquiries in the relevant policy domain. However, this does not always yield transferrable ideas of what made something work in a particular context. Rather, this approach generalises on the basis of evident overall effects.

There is a lot of evidence in published reports about to what extent the CDEP, RJCP and other employment programmes why they have evolved over time because they haven't always worked (see summary in Appendix A). Unfortunately, there is very limited evidence within these past evaluations to glean specifically how these programmes work for whom in what circumstances.

Most evaluations of employment programmes found them to be ineffective, but none could clearly articulate how the programme worked. Outcomes are claimed without any causality to the application of programme resources. A number of articles state what works, but not how it works or where and under what circumstances.

The CDP programme has not been evaluated since July 2015, nor has it been evaluated using a realist lens. Other Indigenous programmes have been evaluated using realist and participatory approaches to provide deeper understanding of what works for whom in what circumstances.⁵²

5. Other activities that inform the evaluation

The results of the case study research provide one set of evidence among other evaluation activities to evaluate the CDP programme. The compliance framework for the CDP creates administration data to evidence if the programme works or not. It also provides data at a local community level to identify where it works. The data may also be analysed using a range of demographic characteristics, such as age, gender and level of education to provide some indication of who it works for.

⁵² Cargo, M., & Warner, L. 2013. "Realist evaluation" in action: a worked example of the Aboriginal Parental Engagement Program. Melbourne: Australian Institute of Family Studies. Viewed 14 March 2014.

Robinson, G., & Tyler, W. (2005, December). Ngaripirliga'ajirri-cross-cultural issues in evaluating an Indigenous early intervention program. In TASA Conference Proceedings 2005.



The administration data does not, however, indicate how CDP works within these contexts and circumstances. The CDP case studies research is designed to work with complex social interventions or programmes and is based on the emerging realist approach to evaluation. Traditional methods of evaluation focus on measuring and reporting on programme effectiveness, often finding that the evidence is mixed or conflicting and providing little or no clue as to why the intervention worked or did not work when applied in different contexts or circumstances, deployed by different stakeholders or used for different purposes. The justification for using a realist approach is to provide an explanatory analysis aimed at discerning what works for whom, in what circumstances, in what respects and how.⁵³

6. Sample profile

The sample discussed in Part 2 of this report includes 936 community members from eight communities, 115 qualitative discussions with stakeholders in the eight communities or their regions and 24 online surveys with CDP Providers across Australia. In Part 3 of this report, the sample focuses on 368 job seekers with data linked to administration data as a subset from the total 936 community members interviewed.

6.1 Community-level profile for Part 2 of the report

The community member sample achieved in each community is representative of their community demographics for both population statistics and caseload profiles. A total of 936 community members were interviewed. This sample represents 14% of the working age population (15 years or older) of 6318 in the eight communities selected (Table App 1). The aggregate sample of these eight communities, however, is not representative of all the communities across the 60 regions where the CDP has been implemented. Therefore, caution should be taken in extrapolating these findings from very specific contexts more broadly.

All 936 respondents were asked at the start of the survey if they were currently a participant with CDP, not working/not on CDP or were working. The following table shows that of the 936 respondents there were 354 respondents who stated they were not working/not on CDP, 314 that said they were currently on CDP and 254 who stated they were working for an employer. There were 11 people who did not answer this question and three people who did not provide their age and gender (Table App 1).

Table App 1 CDP Sample profile community members (self-reported status)

	Not working, Not on CDP		On CDP		Working for an employer		Total				ABS population statistic
	Male	Female	Male	Female	Male	Female	Male	Female	Missing	Total	
15–24	24	38	32	18	18	28	74	84	1	159	1474
25–34	36	56	47	32	20	31	103	119	0	222	1430
35–44	20	33	33	32	33	36	86	101	0	187	1107
45–54	18	36	38	27	13	35	69	98	0	167	1048
55–64	18	34	11	11	13	12	42	57	0	99	735
65+	14	10	*	*	*	*	21	15	0	36	524
Missing	7	10	16	12	*	7	24	29	2	55	
Total	137	217	181	133	101	153	419	503	3	925	6318

* less than five respondents

Source: Q5A. This is what other people have said is the CDP journey. Please indicate on the chart what stage you are at right now.

Base: n=925; total n=936; 11 missing

⁵³ Pawson, R., Greenhalgh, T., Harvey, G., & Walshe, K. (2005). Realist review – a new method of systematic review designed for complex policy interventions. *Journal of Health Services Research & Policy*, 10(suppl 1), 21–34.

There were 115 in-depth interviews and discussions completed with community stakeholders (Table App 2). Community stakeholders included contract managers; government engagement coordinators (GEC); board members, management and staff of CDP Providers; other stakeholders that intersect with CDP participants; employers; and decision-makers in the communities.

Table App 2 Sample profile of stakeholders

Government Stakeholder	Total	CDP Providers	Total	Stakeholders	Total
Contract Managers	5	Board Members / CEO	*	Employers	39
GBM / GEC	*	CDP Manager	8	Health	7
		Coordinators / Staff – Indigenous	12	Education	*
		Coordinators / Staff – Non-Indigenous	*	Justice	6
				Local decision-makers / Elders / Leaders	14
				Other service providers	13
	9		24		82

*less than five

The themes that emerged from the community and stakeholder surveys were developed into theories that were tested more broadly across a range of CDP Providers. An online survey to consolidate the theory built up from eight locations was undertaken with 24 different CDP Providers with different ownership structures to see if they resonated in other regions (Table App 3).

Table App 3 Sample profile CDP Providers online survey respondents

Ownership	n=
Indigenous-owned	16
Non-Indigenous-owned	6
Joint venture/Hosted or other arrangement that is part Indigenous ownership and part non-Indigenous ownership	*

*less than five

6.2 Job seeker level profile for Part 3 of the report

All 936 survey respondents were asked if they were happy to provide their Customer Reference Number (CRNs) or Job Seeker Identification (JSID) to the interviewers if they had one. There were 551 respondents who gave their CRN and permission to Ipsos to obtain their administration data from the government for analysis with their survey answers. Of these, 544 survey records were matched with accurate CRNs. Of the 544 matched records, 368 were identified in the Job Seeker Classification Instrument (JSCI) records. These 368 are the cohort for investigation in Part 3 of the report.

Of the 368, there were 287 caseload data registered to a CDP Provider before or at the time of the interview (Table App 4). Of these, 191 were registered with a CDP Provider at the time of the interview and 96 were not registered with a CDP Provider at the time of the interview. There were 81 records with some caseload history data that were registered with a CDP Provider post-fieldwork dates. The 368 respondents are included in Part 3 of this report.



Table App 4 CDP Sample profile community members (who were able to be linked by CRN to JSCI administration data)

Administration record status	
Registered with a CDP Provider at time of survey	191
Not registered with a CDP Provider at time of survey but previously registered to a CDP Provider	96
Not registered with a CDP Provider at time of survey but subsequently registered to a CDP Provider	81
Total Community Member Sample with linked JSCI Administration Data	368

Each community fieldwork period was different but was held between September 2016 and June 2017. The administration data was filtered to show data up until or at the time of the fieldwork for each community. At the time of the interview in each of the communities there was approximately 1937⁵⁴ job seekers registered on the CDP caseload across the eight communities. The 287 survey participants registered with a CDP Provider either at the time or prior to the fieldwork time in their community represent 15% of the total CDP caseload (1937).

To determine if the subset of job seeker sample represented the caseload of job seekers, some characteristics were compared between the survey sample and the total records in the administration data (see next section). The survey sample had had fewer penalties and were more likely to have been placed in a job than the total caseload.

7. Method

There are three phases used in realist interviews: 1) theory gleaning, 2) theory refining, and 3) theory consolidation. The research process consisted of a range of activities in each of these three phases.

7.1 Theory gleaning

The theory gleaning phase provides an initial theory about how the contextual circumstances of the CDP may impact on the behaviour of job seekers. It helps provide a tentative theory about what the resourcing support factors are and the contexts in which they may facilitate change. The techniques used in this phase include a literature review, logic workshop and first field visit qualitative discussions.

7.1.1 Programme logic workshop

A programme logic workshop was conducted with government stakeholders and the research team. The people who know about the programme were asked to develop the programme theory through two activities:

- identifying the contextual circumstances where they see the desired behaviour and when they see the undesired behaviour occurring. These contextual circumstances were coded under the Motivation, Ability, Physical Context and Social Context (MAPS) framework.
- identifying the barriers and influencers to moving job seekers along the trajectory from the perspectives of job seekers, CDP Providers, government funders and community decision-makers.

7.1.2 First field visit

On the first visit to the community, the resourcing support factors (MAPS) and outcome cards that were developed from the literature and from the programme logic workshop were discussed with the local researchers to refine them into a language, vocabulary or visual representation that would be

⁵⁴ Administration records had some missing data therefore an estimate of jobseekers on the caseload can only be derived.



understood by participants in the interviews. Initial stories helped identify which resourcing support factors and contexts were present.

7.2 Theory refining

The programme logic or programme theory is the blueprint for developing survey and interview questions to test the causal mechanisms in the outcomes chain in relation to different internal contextual circumstances (Motivation and Ability) and external contextual circumstances (Physical Context and Social Context).

Understanding how a programme works and when it works requires an understanding of the way the programme affects a person or their environment in such a way that person (or people) make different choices or, perhaps without being aware of why, perform different behaviours. This knowledge has been drawn from a large number of stories of people who were involved in the programme. A realist perspective will expect that a programme works for some people, but not others.

The purpose of the MAPS story method is to collect stories in a systematic format that can be replicated across communities and collect data in a format that will assist in finding patterns at the analysis stage. As the data was collected across many communities, there was a need to have a framework in place to provide consistency and compatibility for aggregation into the final analysis. A range of methods were used to collect data from each community including a mix of qualitative, quantitative, ethnographic and participatory research methods. The data was collected in different ways using different activities in different communities. Activities were done in a group but individual stories were collected at personal level.

To refine the programme theory, the following activities were undertaken:

- CDP story method with participants (past, present [both active and non-active], future) (see Appendix C)
- In-depth interviews with CDP service providers, community stakeholders and community decision-makers (see Appendix E)

7.2.1 Ethnography

The method of data collection in this phase was ethnography where the research observes the participants in their own environment. Observing actual behaviour for an extended length of time, capturing all of the interactions and activities involved in daily life was done by local researchers recording their observations and contributing to the CDP story.

7.3 Theory consolidation

7.3.1 Participatory methods

From the data collected in the theory refinement phase, the programme theory was developed for confirmation and discussion using a participatory method in the feedback trip. Data about programme outcomes helped participants to discuss the programme theory. A visual representation was tested through a number of different techniques to engages interview participants and the broader community. How this activity occurred in each community was developed by the local researchers.

7.3.2 CDP Provider online survey

From the data collected in the theory refinement phase, the programme theory was further developed for confirmation and discussion using an online survey with CDP Providers from other communities across Australia. Twenty-four respondents participated. All providers were invited by email. The theory developed in the eight communities was offered to be confirmed, refined or refuted.



7.3.3 Secondary data analysis

Analysis of the CDP administration data about the job seekers' contexts helped develop understanding of those attributes that influence outcomes. Where the job seeker provided consent, the data included:

- initial interview assessment (JSCI)
- activity diary
- job plan
- activity management
- record attendance
- job seeker characteristics (allowance type, rate of income support,⁵⁵ principal carer, partial capacity to work, age group, gender, Indigenous status, JSCI, time on income support)
- if they had a participation requirement⁵⁶
- if they were WfD-compellable
- status = commenced/pending/suspended⁵⁷
- if they were placed in activity
- number of activities placed in
- hours attended, including percentage attended, percentage did not attend – valid reason, percentage did not attend – invalid reason, percentage not recorded (since the CDP commenced)
- broad definition: in work, CDEP &/or current activity
- arrow definition: in work, CDEP &/or WfD/structured activity.

Analysis of the data about the CDP Provider help develop understanding of the contexts. This could include:

- average pending days for job seekers with pending status
- commenced percentage (of total caseload)
- placed in activity
- attendance and compliance (payable hours)
- employment placements versus regional employment targets percentage
- percentage of caseload in current activity
- job placements
- 26-week outcomes
- percentage of eligible placed in WfD activity
- attendance and compliance (payable hours)
- placement versus target percentage

⁵⁵ Job seekers who work even a few hours per week are not required to participate in the CDP activities under current rules.

⁵⁶ Those on the caseload that did not have current participation requirements were volunteering to participate. This included some eligible activity-tested job seekers who were subject to an exemption from an activity requirement or who otherwise satisfied their activity test requirement but volunteered to participate and volunteers who were not on activity-tested benefits.

⁵⁷ 'Suspended' could include an exemption because of a temporary medical condition, or overseas absence, which means the job seeker cannot be compelled to participate in the CDP activities.



- welfare reliance rank
- provider rank.

Three data files were produced. The unit record file for aggregate analysis of participants (job seekers) contained the following variables for each record:

Job seeker context data (individual data where participant has consented and provided JSCI Case ID)	Service provider context data (same data for all participants under that service provider)	Community context data (same data for all participants under in that community)	Coded survey data from interviews with participants (see questionnaire)
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The unit record file for aggregate analysis of community stakeholders and employers contained the following variables for each record:

Service provider context data (same data for all participants under that service provider)	Community context data (same data for all participants under in that community)	Coded survey data from interviews with community stakeholders and employers (see questionnaire)
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The unit record file for aggregate analysis of CDP Providers contained the following variables for each record:

Service provider context data (same data for all participants under that service provider)	Community context data (same data for all participants under in that community)	Coded survey data from interviews with service providers (see questionnaire)
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7.4 Data collection techniques and methods

This research provided a point-in-time assessment in each community. There are no pre- or post-measures or ongoing data collection and analysis.

The CDP is not specifically an Indigenous programme, in that all job seekers within the area who meet the criteria are eligible. However, the locations that this programme operates are predominantly discrete Indigenous communities or places where a high proportion of the population are Indigenous. How Aboriginal and/or Torres Strait Islander people interpret their world and assert their world view in the context of the predominant Western way of thinking must be considered in this research. An Indigenous perspective is needed to collect the data and analyse the results; therefore, Indigenous researchers have been empowered to be the thought leaders in the project.

The subject matter is the CDP but the subject under investigation is the individual job seeker in this case study research. The lines of enquiry, therefore, are about what exists to make the job seeker participate in the programme and move along the trajectory to employment. A collection of people's perspectives from those around the individual job seeker in the community are required to understand behaviour. Knowledge about how to change an individual's behaviour in a collectivist society may challenge the hypotheses about human behaviour that have been developed in a Western paradigm.

Frontline staff providing the service and their organisation did not have their performance directly assessed, nor did community reference groups and their local implementation plans or employers in the area.



7.4.1 Optional next steps

Beyond the scope of this project, it is suggested that a further wave of job seeker interviews be conducted after any further reforms are implemented to gather information about whether the CMOs have changed over time for each individual. Additional diagnostic testing on work attitudes could be added to the JSCI to better group job seekers into groups as defined by their motivations to attend.

7.5 Sampling strategy

7.5.1 Stakeholders

The stakeholders consulted for this evaluation were varied and many. Those participating in the programme mechanics were all considered to be programme stakeholders and were selected because of their familiarity with the CDP, which means have implicit theories about how it works that this research wanted to make explicit, refine and test. Departmental staff have hypotheses of how the programme works and see evidence of this through administration data and managing the programme. CDP providers have specific ideas about the programme (mechanisms), because they have seen a broad range of participants with both successes and failures. Community stakeholders have well-developed theories about what works in either this community or other Indigenous communities they have worked in. Community members are subjects of the programme (either past, present, future) and have a firsthand understanding of what works for them, but may not be the best at articulating this in terms of CMO.



Table App 5 Summary table of key stakeholders

Stakeholder	Individual	Perspective on how the programme works	Evaluation purpose	Data collection
PMC	Programme Manager	How the programme works Programme definition Programme manual Programme processes	Theory gleaning	Logic workshop Document review
	Contract Managers	How the contract works	Theory gleaning Theory consolidation	Logic workshop Online survey
	Regional Managers	How the region works	Theory refining Theory consolidation	In-depth interview Online survey
	GBM / GEC	How the local area works	Theory refining Theory consolidation	In-depth interview Online survey
	Research and Evaluation Officers	What do we know about what is happening? Programme administration data and community-level profile data	Theory gleaning, refining and consolidation	Secondary data analysis
DSS	Centrelink frontline workers / in community or on hotline	How the welfare payment and penalty system works	Theory refining	In-depth interview
Stakeholder	Individual	Perspective on how the programme works	Evaluation purpose	Data collection
Stakeholder	Individual	Perspective on how the programme works	Evaluation purpose	Data collection
CDP Provider	Board Members / CEO	How the organisation works	Theory refining	In-depth interview
	CDP Manager	How the CDP works	Theory gleaning Theory refining Theory consolidation	In-depth interview In-depth interview Online survey
	CDP Coordinators	How the activity works	Theory gleaning Theory refining Theory consolidation	In-depth interview In-depth interview Online Survey
Community stakeholders	Employers	How does the programme work for the employer?	Theory refining	In-depth interview
	Health Workers	How does the programme work in this community?	Theory refining	In-depth interview
	Education Workers	How does the programme work in this community?	Theory refining	In-depth interview
	Justice Workers	How does the programme work in this community?	Theory refining	In-depth interview
	Local decision-makers	How does the programme work in this community?	Theory refining	In-depth interview
	Other service providers	How does the programme work in this community?	Theory refining	In-depth interview
Community members	Community decision-makers	How does the programme work in this community and for me as a decision-maker in this community?	Theory refining Theory consolidation	In-depth interview Participatory method
	Participants eligible engaged in activity	How does the programme work for me?	Theory refining Theory consolidation	Qual./Quant. interview Participatory method
	Participants eligible but not engaged in activity	How does the programme work for me?	Theory refining Theory consolidation	Qual./Quant. interview Participatory method
	Past participants either now working or no longer eligible	How does the programme work for me?	Theory refining Theory consolidation	Qual./Quant interview Participatory method
	Participants that are not eligible but have volunteered in the past or currently do so	How does the programme work for me?	Theory refining Theory consolidation	Qual./Quant. interview Participatory method
	Participants that are not eligible	How does the programme work for me?	Theory refining Theory consolidation	Qual./Quant. interview Participatory method
	Young people (16+) who will be eligible in future	How does the programme work for me?	Theory refining Theory consolidation	Qual./Quant. interview Participatory method

7.5.2 Sample sites

While the CDP is part of a national policy across many communities, it relies on the assumption that it is a place-based programme in each site. The site in itself has CMO.



The CDP operates in discrete remote Indigenous communities and in mainstream towns. The discrete remote Indigenous communities are economies substantially characterised by the recirculation of public income and the consumption of public goods and services. CDEP and subsequently RJCP and the CDP have been operating in the same communities for over 30 years. These programmes have provided at least three generations of participants with a major – in many communities, the main – link to the labour market. Economies in these communities are significantly different from the economies of the towns.

Using the Socio-Economic Indexes for Areas (SEIFA), an ABS tool ranks areas according to relative socio-economic disadvantage, analysis shows that remote Australia tends to have a higher share of disadvantaged areas than the rest of Australia but also has some areas with relatively good outcomes⁵⁸.

Data has been compiled from the RJCP regional summary reports, which summarise the key demographics of the RJCP regions and include comparisons with other very remote areas within the state, the whole state and nationally. While these summary reports contain comparisons with the 2006 data this file contains only the latest data primarily based on the 2011 census. The summary reports identify significant changes on key demographic variables such as labour force participation, employment and unemployment rates between 2006 and 2011. This is primarily due to the way CDEP participants were treated by the measurement definitions of the ABS. In 2011 many CDEP participants were in receipt of income support payments rather than CDEP wages. This has flow-on effects to other key measures such as SEIFA scores that allow areas to be ranked according to relative socio-economic disadvantage.

7.6 Non-response analysis and sample biases

A non-response analysis was undertaken to determine if there was any sample bias created when asking people to provide their CRN for data linkage. The size of the bias is examined between community members who did the survey and did not provide a CRN, those who provided a CRN but were not registered in the CDP administration data and those who provided a CRN and were in the CDP administration database. Using survey data there were understandable differences between the characteristics of the three groups and their perceptual qualitative data.

Survey respondents who provided a CRN are more likely to be younger, and those who did provide a CRN but not on CDP are more likely to be caring for children. Older community member respondents were more likely not to have provided (or have) a CRN. Most of this group said they were working, retired or it CDP was not applicable to them (72% Q3a) and more likely to refuse to answer about the impact on community (7%) compared to those who provided a CRN (3%).

Table App 6 Summary table of sample bias in survey respondents by age

AGE	Survey respondent NO CRN provided	Survey respondent CRN provided and NO CDP admin data	Survey respondent CRN provided and CDP admin data
15–24	17%	12%	21%
			c (more likely to be training)
25–34	20%	30%	25%
		B (more likely to be caring)	
35–44	19%	21%	21%
45–54	16%	16%	20%
55–64	15%	9%	7%
	d		
65+	5%	8%	*less than five respondents
	d	D	
Missing	8%	4%	5%
NET	100%	100%	100%
15–24	-	-	-
	384	193	358
25–34	B	C	D

⁵⁸ Biddle N, Ranking Regions: Revisiting an Index of Relative Indigenous Socioeconomic Outcomes, CAEPR Working Paper No. 50/2009



Total sample; Unweighted; Base n=935
 Multiple comparison correction: False Discovery Rate (FDR) ($p = 0.05$);
 Column comparison symbols: a, b, c... ($p \leq 0.05$), A, B, C... ($p \leq 0.001$);
 No test symbol: -; Not significant symbol:

Table App 7 Summary table of sample bias in survey respondents, by employment status

Column % Column Comparisons	Survey respondent NO CRN provided	Survey respondent CRN provided and NO CDP admin data	Survey respondent CRN provided and CDP admin data
A current CDP participant	21%	24%	53%
			B C
A previous CDEP / RJCP / CDP	6%	12%	10%
Working in a real job (not on CDP)	43%	17%	14%
	C D		
On Centrelink payments like sole parent/disability/pension	22%	42%	20%
		B D	
No income	3%	2%	1%
Still at school	1%	0%	0%
Suspended	0%	0%	0%
	-	-	-
Other Specify	3%	2%	0%
Other Specify	1%	1%	1%
NET	100%	100%	100%
	-	-	-
Column n	272	116	204
Column Names	B	C	D

Total sample; Unweighted; base n = 592
 Multiple comparison correction: False Discovery Rate (FDR) ($p = 0.05$); Column comparison symbols: a, b, c... ($p \leq 0.05$), A, B, C... ($p \leq 0.001$); No test symbol: -; Not significant symbol:

Those community members who provided a CRN and were in the CDP admin data were more likely to say they were penalised (38%) than those who did not provide a CRN (14%) which makes sense considering most of these respondents are not on CDP.



Table App 8 Summary table of sample bias in survey respondents, by penalty status

Has a financial penalty Column Comparisons	Survey respondent NO CRN provided	Survey respondent CRN provided and NO CDP admin data	Survey respondent CRN provided and CDP admin data
Yes	14%	21%	38%
		b	B C
No	67%	57%	39%
	c D	D	
Don't know	4%	6%	8%
Refused	4%	0%	2%
	c		
Don't know	6%	8%	7%
Refused	6%	7%	6%
NET	100%	100%	100%
	-	-	-
Column n	361	190	354
Column Names	B	C	D

Total sample; Unweighted; Base n=905

Multiple comparison correction: False Discovery Rate (FDR) ($p = 0.05$);

Column comparison symbols: a, b, c... ($p \leq 0.05$), A, B, C... ($p \leq 0.001$);

No test symbol: -; Not significant symbol:

There are three basic types of survey non-response. The first is refusals, which occur when sampled individuals decline to participate. The second is non-contacts, when sampled individuals are never reached. The third type of non-response consists of situations in which the interviewer cannot communicate with the sampled person because of a language barrier or some mental or physical disability. Most non-response is the result of refusals and non-contacts, because local researchers who speak the local language were employed.

It has long been thought that response rates are a good indicator of survey quality and non-response bias; however, recent research has challenged this notion.⁵⁹ Non-response bias will be present when the likelihood of responding is correlated with the variable(s) being measured, and this correlation can vary across variables even within the same survey. Information about those who did not participate (i.e. away from community, in ceremony/sorry business/refused/sick/incapable, etc.) was not recorded. Local researchers reported that most people approached agreed to participate if they could do so, and no noticeable biases in non-response were observed.

Non-response analysis using administration data between those surveyed and other job seekers in the caseload across the eight communities was undertaken to determine if biases exist. There were approximately 1937 job seekers on the caseload during the survey period across the eight communities. The administration data files did not have all the data for all these job seekers. Non-response analysis using administration data between those surveyed (n=368) and other job seekers in the caseload across the eight communities where sufficient data was available (n=443) was undertaken to determine if any biases exist.

There were no significant differences between the JSCI points score for those surveyed and those not surveyed where data was available. Those surveyed who had ever had a job placement (n=146) were more likely to have had only one (100%), whereas those not surveyed (n=138) were more likely

⁵⁹ Tourangeau, R., Rips, L. J., & Rasinski, K. (2000). *The psychology of survey response*. Cambridge University Press.

to have had two job placements (17%) or three job placements (5%). Those surveyed who had ever had a penalty (n=281) were more likely to have had more penalties (12.6) than those not surveyed (n=272), who were more likely to have had 10.5 penalties on average.

This analysis shows that there are some differences between job placement and penalty outcomes between those surveyed and those not surveyed. The comparison has been made with a subset (n=443) of the overall caseload where data was available, which may have its own biases to the total caseload (1937).

There are more younger job seekers and female job seekers in the survey group. There are more females (54%) in the survey group of job seekers than in the group of job seekers not surveyed (47%). There are significantly fewer 65-year-olds and older (1%) in the survey group of job seekers than in the group of job seekers not surveyed (4%). There are significantly fewer 55–54-year-olds (7%) in the survey group of job seekers than in the group of job seekers not surveyed (18%). There are significantly more 18–24-year-olds (21%) in the survey group of job seekers than in the group of job seekers not surveyed (5%).

While differences exist between these two samples of the caseload no conclusion, can be drawn from this about the representativeness of the survey groups. To determine if there was any non-response error, analysis would need to be undertaken using the full caseload and not a sample as described in this section.



Table App 9 Summary table of non-response bias of job seekers, by job placements

Job placements	Job seekers not surveyed where administration data was available (n=443)	Job seekers surveyed (n=368)
JSCI score (points)	33.3	34.1
Number of job placements	n=138 (31% of individuals)	n=146 (40%)
1	78% ↓	100% ↑
		A
2	17% ↑	0% ↓
	B	
3	5% ↑	0% ↓
	b	
4	1%	0%
Number of penalties	n=272 (61%)	n=281 (76%)
	10.5 ↓	12.6 ↑
		a

Column Names

A

B

Total sample; Unweighted; base n = 840

Multiple comparison correction: False Discovery Rate (FDR) ($p = 0.05$);Column comparison symbols: a, b, c... ($p \leq 0.05$), A, B, C... ($p \leq 0.001$);

No test symbol: -; Not significant symbol:

7.7 Verbatim translation and coding

In five of the communities, the surveys were conducted predominantly in Aboriginal and Torres Strait Islander languages. In the other three, they were conducted in Creole and English. The interviews were all conducted with language speakers in oral form. Although many of the researchers were bilingual, they were often literate only in English. Therefore, the Aboriginal and Torres Strait Islander languages were interpreted during the interview and recorded in English. Translations often lose some intended meaning, which needs to be taken into consideration when reading the quotes used in the body of the report. Appreciation for this should be considered when reading the quotes in English. Coding of the verbatim responses was undertaken by the Aboriginal and/or Torres Strait Islander team leaders and project managers who worked in the community to ensure that local colloquial terms and references were understood.

7.8 Data analysis

This research investigated eight communities in eight of the 60 CDP regions and represents only a small proportion of job seekers eligible for the CDP. Extrapolation of findings to other communities (contexts) can be achieved where the interaction between context and mechanism is known, and that knowledge of context can be carried forward and adapted.⁶⁰ Finding control sites or subjects, however, may be almost impossible because WfD is an intervention used for other Australian job seekers as well as people in the CDP. Propensity score matching is a potential way to test programme theory and provide evidence for transfactual (i.e. reusable or portable) Context-Mechanism-Outcome configurations and their effect size.⁶¹ This may be used to test the programme theory across all the CDP sites or against the mainstream programme in the rest of Australia.

Ipsos Bayes Network (IBN)⁶² is an analytical technique (Bayesian or driver analysis) designed to

⁶⁰ Pawson, R., & Tilley, N. (1997). An introduction to scientific realist evaluation. In E. Chelimsky & W. R. Shadish (Eds.), *Evaluation for the 21st century: A handbook* (pp. 405-418). Thousand Oaks, CA, US: Sage Publications, Inc.

⁶¹ Hawkins, A. (2016) Realist evaluation and randomised controlled trials for testing program theory in complex social systems. *Evaluation* 22(3) 270-285.

⁶² <http://www.ipsos-na.com/knowledge-ideas/marketing/white-papers/Default.aspx>

identify relationships between variables in data sets. It identifies the factors or specific attitudes or behaviours that drive an outcome. It takes into account that two factors influencing or driving a behaviour may also influence each other. The analysis first seeks to determine direction of causality (not just correlation) between variables (i.e. what affects what) and then the degree to which an outcome variable is affected (e.g. a specific attitude or behaviour). A programme theory has a causal mechanism theory, which explains how change occurs, and an action theory, which explains how the programme activities trigger the change process. The IBN provides a statistical technique to evidence the causal mechanism theory and action theory using quantitative data (see Appendix G).

Segmentation analysis is undertaken to investigate participants clustered into groups (segments) based on their attitudes and behaviours or their CMOs, as measured through research. Data can be segmented using factor analysis followed by cluster analysis. Discriminant analysis can then be used to examine the strength of the model. This helps in understanding what worked for whom, where, under what circumstances (see Appendix H).



Appendix C: Survey for community members

2016 Community Development Program - Case Studies Qual/Quant Community Member Questionnaire

Interviewer name		
Date		
Start time	Finish time	Interview length

INTRODUCTION

I have provided the information sheet and consent form to the respondent. I have explained the project and the respondent has signed the consent form.

Yes - CONTINUE	
No – DO NOT CONTINUE	

DEMOGRAPHIC QUESTIONS

LOC Please select the community you are interviewing in?

--	--

D1 Record gender...?

Male	
Female	

D2 Could you please tell me your date of birth? *Day / month / year*

	<input type="radio"/> Unable to provide date of birth
--	---

D2a What is your approximate age?

<input type="radio"/> Don't know



D4 What is your country of birth?

Australia	
Other -Specify	
I'd prefer not to say	

D5 What is your Clan / Language group [SHOW SHOWCARD 1]

English	
Other - Specify	
I'd prefer not to say	

D6 Which camp do you live in? [SHOW SHOWCARD 2]

--	--

D7 Are you ...?

A current CDP participant	
A previous CDEP/RJCP/CDP participant	
Working in a real job (not on CDP)	
On Centerlink payments like sole parent/disability/pension	
No income	
Still at school	
Suspended	
Other Specify	
Don't Know	
Refused	

SECTION A:**Q1.** Firstly, Tell me about your CDP story, how you think about it as a past or present or future participant?

--

☐ No comment**Q1a.** What job would you like to do and why? (if working do you like your job and what keeps you working?) O/E

--

☐ No comment

Q2. Can you describe/tell me what “working” means to you? O/E

☐ No comment

Q3. What makes a job a good/real one? O/E

☐ No comment

Q3a. What is your CDP activity? O/E

☐ No comment

Q3b. How do you think your activities will help you to move to a real job? Why/why not? O/E

☐ No comment

Q4. Can you describe/tell me what a “good quality CDP activity” means? O/E








☐ No comment



Q5A Show the journey to work diagram.

This is what other people have said is the CDP journey. Please indicate on the chart what stage you are at right now






















Use **MY CDP JOURNEY SHOW CARD** - Circle correct stage

0 – Not on income support	1 - Got income support	2 - Met Service Provider	3 - Signed a job plan	4 – In an activity	5. Working on a project / Work Experience	6. Working for an employer
						



Q5B Life has its ups and downs can you indicate whether you were up or down on each stage of your CDP journey till now?" Record up or down or middle.

Life's ups and downs

						
						
						
Never been at this stage	Never been at this stage	Never been at this stage	Never been at this stage	Never been at this stage	Never been at this stage	



Q6A. Please tell me the things that were important to get to where you are now. (What got you to where you are now on your journey?)

Q6B. Please tell us what you need to move along on your journey to get to the next stage.

Q6Ci Please describe the outcomes you would expect to see at that stage.

Q7 Since CDP come, is the community better, same way or worse since RJCP finish? (TIME PERIOD THAT IS RELEVANT TO COMMUNITY MILESTONE)?

Better	
Same way	
Worse	
Refused	

Q7A Why do you say that? O/E

☐ No comment



Q8 What needs to change in the next three years for all children in this community to go and stay in school? PROBE MR

Want to be working because they see lots adults working		Stop kids walking around all night and then sleeping in missing school	
Better activities for kids at school to keep them interested		Stop bullying at the school	
Believe education leads to better future		Strong culture, learning about their culture inspires them to learn about other things at school	
More indigenous teacher's / teacher aids learning to be teachers working in the school		Teachers need more training / don't have enough experience	
Know they need to go		All community and government working together to encourage kids to go to school	
Parents encourage the kids to go		Extra tutoring so they are not behind, so they don't feel shame	
Penalise children payments for non-attendance		School needs to be stricter	
Send to boarding school to get a better education and they will stay in school			
Other - Specify			
Don't know			
I'd prefer not to say			

Q8A Who needs to make change? PROBE MR

All of community		Make more rules	
The child needs to make the choice		School	
Elders		Support services	
Government		Teachers	
Parents			
Other - Specify			
Don't know			
I'd prefer not to say			



Q8B How are they going to change? PROBE MR

Anti-bullying programs		Parents looking after kids	
Community input into the school		Taking action / not just sitting back	
Government provide more resources		More training	
Helping each other		Team work	
Mentoring			
Other - Specify			
Don't know			
I'd prefer not to say			

Q9 What needs to change in the next three years for all young (under 25 years old) people in this community to either be in training, going to school or working? PROBE MR

Aspire to a job (really want to work)		Role models that show the way	
Making education a priority		Support Services to help them with problems	
Encouragement from family		More training	
Equality		All community and government working together	
Other - Specify			
Don't know			
I'd prefer not to say			

Q9A Who needs to make change? PROBE MR

All of the community		Parents	
CDP Provider		School	
Elders		All community and government working together	
Government		Young people	
Other - Specify			
Don't know			
I'd prefer not to say			



Q9B PROBE – How are they going to change? PROBE MR

Community input into decisions		Show them how to make a difference	
Funding more services/programs for young people		Role models that show the ways	
Getting ready for work		Solutions that suit needs of community	
Getting the better jobs		Think about future	
Help their community		Try (applying themselves/effort)	
Other - Specify			
Don't know			
I'd prefer not to say			

Q10 What needs to change in the next three years for adults in this community to either be in training, or working? PROBE MR

Better jobs to aspire to (wanting better jobs)		Role models to show the way	
Child care		See more indigenous people working	
People need to get up / be strong		Starting indigenous businesses	
People want to help their community		Understand CDP system/Centrelink	
Jobs (various) that are in the community are done by indigenous people		Government and community working together	
People want to make community better place		Employment benefits like holidays and sick leave, superannuation.	
More indigenous businesses running things		Less paperwork	
More jobs		More funding for activities	
More training		Real wages	
Pathways – help you step up little by little – training, and then a real job.			
Other - Specify			
Don't know			
I'd prefer not to say			



10A Who needs to make change? PROBE MR

CDP provider		Job seekers	
Community		Supervisors	
Elders		Trainers	
Government			
Other - Specify			
Don't know			
I'd prefer not to say			

10B How are they going to change? PROBE MR

Being strong / believing they can do it		Pathways to real jobs	
Change policy		Role models that show the way	
Community support		Think of the future and how to get there	
Creating jobs		Government and community working together	
Improving skills		Sharing knowledge	
More training			
Other - Specify			
Don't know			
I'd prefer not to say			

Q11 Do you have any final comments about CDP? *PROBE*

Q11A POSITIVE

☐ No comment

Q11B NEGATIVE

☐ No comment



The next few questions are about Centrelink – Income support payments.

Q12 Since CDP replaced RJCP (TIME PERIOD THAT IS RELEVANT TO COMMUNITY MILESTONE) have you ever had a financial penalty or received less money from income support?

Yes		
No		
Don't Know		
Refused		

Q13 How many times have you ever been cut off income support?

Record number	
Don't Know	
Refused	

Q14 Thinking about the last time you were penalised how long did you have no income?

No show no pay = 1 day

Short term suspension 2 weeks x 7 days = 14 days

Fortnightly pay is every 14 days – how many pays did you miss?

8 weeks x 7 days = 56 days

Record number of days	
Don't Know	
Refused	

Q15 Thinking about the last time what was the reason you did not attend CDP and got a penalty?

Got a job then finished working (any reason)	
Did not attend CDP (no valid reason / compliance)	
Did not attend CDP – because of ceremony / sorry business	
Did not attend CDP – because of health reasons	
Did not attend CDP – because of family problems	
Other Specify	
Don't Know	
Refused	



Q15a Thinking about the **last time**, what impact did it have on you or your family? MR

Felt shame, embarrassed	
Caused family problems	
Financial hardship (no money for food, clothes, housing)	
Mental health problems – depression, anxiety, sadness	
Physical health problems – sick, unhealthy, hungry	
Family wellbeing suffers (sick, sad, hungry, unhealthy)	
Caused problems with the police	
Don't Know	
Refused	

Q16 Thinking about the **last time** how did you apply to get back on income support? MR

Phoned Centrelink	
Self Service Computer to Centrelink	
Saw Centrelink when they visited community	
Currently not on income support / have not applied	
Don't Know	
Refused	

Q16a Why have you not applied? (0/E)

--

SD1

Respondent has never been on CDP

Never been on CDP		
Has been on CDP in the past / is on now		



Section D

Now we have a couple of questions to help us analyse the results. If you are able to provide us with either your JSID or you CRN (Customer reference number) we can use the answers you have previously provided to the CDP provider and skip these questions.

JSID:		Goto confirmation
CRN:		Goto confirmation

- Did not provide and SD1=2 – go to WE1 if has never been on CDP and does not have a CRN / JSID skip to close.

PLEASE READ BACK AND CONFIRM

- Confirmed skip to close.

Only complete the following questions if you did NOT obtain CRN/JSID.

WE1 What were you MOSTLY doing in the TWO YEARS before you started CDP?

The main activity should be the activity that has occupied the greatest amount of time—not necessarily the most recent activity—irrespective of whether it occurred in Australia or overseas.

Paid work <i>Includes full time, part time or casual work, seasonal work or still working. Note: This includes work undertaken with additional support as a result of a disability or medical condition where applicable but does not include supported employment with Australian Disability Enterprises.</i>		
Caring <i>Defined as providing constant care to a child or an adult who has significant care requirements.</i>		
Parenting <i>Defined as providing regular care to a dependent child or dependent children.</i>		
NOT working and NOT looking for work <i>Includes time spent in hospital, in psychiatric confinement or in prison or other detention—if not working while in prison or other detention – or overseas if not working or looking for work.</i>		
Unemployed (not working but looking for work) <i>Participants who are participating in programmes such as jobactive or Transition to Work</i>		
Unemployed		
Other		
Prefer not to say		



WE2 In your most recent job, how many hours did you mostly work per week?

For participants who worked variable hours per week, it is appropriate to record the average number of hours worked in a typical week. You may prompt the Participant based on the responses available; the answer does not have to be exact (for example, how many hours did you mostly work?). If the Participant had several jobs, record the total number of hours mostly worked each week in all jobs. Casual employment with irregular hours must be recorded as 'Irregular or seasonal'.

Less than 5
5 to less than 10
10 to less than 15
15 to less than 20
20 to less than 25
25 to less than 30
30 to less than 35
35 to less than 40
40 to less than 45
45 or more
I'd prefer not to say

WE3 Did you do any paid work in the TWO YEARS before you started CDP?

Participants who did not answer 'Paid work' to question (i) are asked question (iii), regardless of how many hours worked or duration of the job. This includes any employment overseas within the last two years.

*Any additional support a Participant with a disability or medical condition may have received in order to undertake their paid work **should not** be taken into account when answering these questions because it is not relevant to this section and is covered in another question. Participants who have done paid work in the **last six months** are not eligible to commence in ParentsNext.*

Yes	
No	
I'd prefer not to say	



EQ1 What is the highest level of schooling you have COMPLETED?

All Participants are asked question (i) to identify the highest level of schooling they have completed.

For Participants educated overseas, you may prompt them for the age they left school. This may indicate the equivalent level of schooling. Some Participants may have returned to school at a later age. Record the highest level completed, even if schooling was not continuous.

Some Participants may have completed their schooling up to Year 12/13 (or equivalent) in a special school or support unit in a school with a tailored curriculum. Where this is the case, the response 'Special school/support unit in a school' must be selected. Other Participants with a disability or medical condition may have completed Year 12/13 (or equivalent) in a public or private school with additional support but they have completed the same curriculum as other students. Where this is the case, the response 'Year 12/13' must be selected.²

For Participants aged less than 21 years with a Centrelink Customer Reference Number (CRN), you will not be able to update question (i) if the Participant answered 'Year 12/13' in their last JSCI. If the response to this question needs to be updated ParentsNext Project providers should refer the Participant to the Department of Human Services (DHS).

Primary School	
Year 8	
Year 9	
Year 10	
Year 11	
Year 12/13	
Year 12/13 in a Special school/support unit in a school	
I'd prefer not to say	



EQ2 Have you COMPLETED any other qualifications? [MULTIPLE RESPONSE]

All Participants are asked question (ii) to determine if they have completed any qualification(s) at school or since leaving school, for example—university degree, TAFE certificate, forklift licence, Responsible Service of Alcohol course, or First Aid certificate. This does not include a standard driver's license or motorcycle license as these are covered in a following section. For Participants aged under 21 with a Centrelink CRN, you will not be able to update question (ii) if the Participant answered 'Year 11' or below for question (i) and Year 12/13 or equivalent or above for question (iii) in their last JSCL. If the response to this question needs to be updated ParentsNext Project providers should refer the Participant to the Department of Human Services.

Tradesperson's qualification <i>Includes Australian Qualifications Framework Certificate III or IV or equivalent.</i>		
Other non-trade VET Certificates II, III or IV <i>Includes Australian Qualifications Framework Certificate II, III or IV or equivalent.</i>		
VET Certificate 1 or industry licence/ticket <i>Includes Australian Qualifications Framework Certificate I or equivalent.</i>		
Course run by private or community organisation <i>Includes courses organised by Employment Providers.</i>		
Have not completed any other qualifications		
Other – Specify		
I'd prefer not to say		

EQ3 Do you think any of these could be work-related?

Yes		
No		
I'd prefer not to say		

EQ4 Can you still use any of these (work-related qualifications)?

Yes		
No		
I'd prefer not to say		



EQ5 What is preventing you from using your qualification(s)?

Low English language proficiency'	
Qualification(s) not recognised'	
Other - Specify	
I'd prefer not to say	

L1 Did you speak ENGLISH as a child?

Yes		
No		
I'd prefer not to say		

L2 What language(s) did you first speak as a child? [RECORD UP TO TWO]

Specify language 2 (other than English)	
Specify language 2 (other than English)	
I'd prefer not to say	

L3 Do you consider you speak ENGLISH

Very Well	
Well	
Not Well	
Not at All	
I'd prefer not to say	

L4 Do you consider you read ENGLISH

Very Well	
Well	
Not Well	
Not at All	
I'd prefer not to say	



L5 Do you consider you write ENGLISH

Very Well	
Well	
Not Well	
Not at All	
I'd prefer not to say	

L6 Have you done any courses or classes to help improve your English language skills in the last six months?

Yes	
No	
I'd prefer not to say	

DO1 Are you Aboriginal or Torres Strait Islander?

Yes	
No	
I'd prefer not to say	

DO2 Are you.

Aboriginal	
Torres Strait Islander	
Aboriginal and Torres Strait Islander	
I'd prefer not to say	

HM1 Did you arrive in Australia on a refugee/humanitarian visa OR were you granted a refugee/humanitarian visa when you arrived in Australia?

Yes	
No	
I'd prefer not to say	



HM2 From which country are you a refugee or humanitarian entrant?

Not the last country the Participant lived in. For example, a Participant who is a refugee from Afghanistan may have arrived in Australia from Indonesia. In this case, 'Afghanistan' should be recorded as the response.

Specify country	
I'd prefer not to say	

WC1 Do you have any disabilities or medical conditions that affect the HOURS you are able to work?

Yes		
No		
I'd prefer not to say		

WC2 What is the most NUMBER OF HOURS a week you think you are able to work?

Less than 5
5 to less than 10
10 to less than 15
15 to less than 20
20 to less than 25
25 to less than 30
30 to less than 35
35 to less than 40
40 to less than 45
45 or more
I'd prefer not to say

WC3 Do you have any disabilities or medical conditions that affect the TYPE OF WORK you can do?

Yes		
No		
Not sure/don't know		
I'd prefer not to say		



WC4 Do you think you need additional support to help you at work as a result of your condition(s)?

Yes	
No	
I'd prefer not to say	

WC5 How long will your condition(s) affect your ability to work?

Less than 1 month	
1 month to less than 6 months	
6 months to less than 1 year	
1 year to less than 3 years	
3 years to less than 5 years	
Greater than 5 years	
I'd prefer not to say	

WC6 What is/are the conditions?

Specify	
Unknown	
I'd prefer not to say	

LC1 Were you living in secure accommodation, such as rented accommodation or your own home, for the 12 months before you started CDP?

Yes		
No		
Not sure/don't know		
I'd prefer not to say		

LC2 Are you currently staying in emergency or temporary accommodation?

Yes	
No	
I'd prefer not to say	



LC3 How often have you moved in the last year?

0-3 moves	
4-6 moves	
7-10 moves	
Greater than 10 moves	
I'd prefer not to say	

LC4 Do you live alone?

Yes	
No	
I'd prefer not to say	

LC5 How many people are there living in your household, including yourself? *Please enter number*

LC5 Who lives with you? [MULTIPLE RESPONSE]

Dependent child/children under 16 years of age		
Spouse partner		
Adult children over 17 years		
Other relatives		
I'd prefer not to say		

LC6 Are you the main care-giver to this child/these children?

Yes	
No	
I'd prefer not to say	

LC7 What is the date of birth of your youngest child?

Day XX	Month XX	Year XXXX



T1 Do you have a valid driver's license?

An answer of '**Yes**' may be recorded for this question if the Participant has a learner driver's licence (or its equivalent) for a motorcycle providing the learner driver's licence is valid and as long as the Participant can use their motorcycle learner driver's licence to travel independently.

Yes	
No	
I'd prefer not to say	

T2 Do you have your own car or motorcycle that you can use to travel to and from work?

The Participant may not necessarily own the car or motorcycle but they may have unrestricted access to a car or motorcycle that they can use to travel to and from work. For example, a parent or relative may have loaned a car to the Participant to use for an extended period of time. If this is the case, the Participant must answer 'Yes' to this question.

Yes		
No		
I'd prefer not to say		

T3 What can you use to travel to and from work?

Specify	
Unable to travel	
Not sure/don't know	
I'd prefer not to say	

CC1 Have you spent time in custody in the last seven years as a result of a criminal conviction?

It is important to reassure the Participant that you are not seeking information about the nature of their offence but only whether they have a criminal conviction (that is, they have been convicted of a criminal offence) and the length of any custodial sentence that was imposed.

The definition of a criminal offence under Commonwealth law includes:

- indictable offences which are punishable by imprisonment for a period exceeding 12 months, unless a contrary intention appears.
- summary offences which are (a) punishable by imprisonment for a period not exceeding 12 months or (b) are not punishable by imprisonment.

Yes	
No	
Not sure/don't know	
I'd prefer not to say	



CC2 Have you been convicted of a criminal offence in the last 10 years but received a non-custodial sentence?

A criminal offence would have involved the case being referred to a court. Criminal court action pending, on bail or on remand may be recorded under Personal Characteristics where appropriate.

Yes	
No	
Not sure/don't know	
I'd prefer not to say	

PC1 Does the following sentence apply to you? – At least one of my parents or legal guardians was regularly in paid employment when I was in my early teens.

Yes	
No	
I'd prefer not to say	

Do you have any other comments about the survey?

--

☐ No comment

Thanks and close:



Appendix D: Survey for CDP Providers

2016 Community Development Program – Online Survey of Service Providers

This community case studies for the Community Development Programme (CDP) evaluation (PRN 2016-CDPeval) is being conducted for the Department of Prime Minister and Cabinet (PM&C) by Winangali and Ipsos. The evaluation of the Community Development Programme (CDP) will be made up of a number of components, including the community case studies covered by this project. The community case studies will be conducted in 8 CDP regions with 8 communities in total. This study will ask service providers from all communities for their views on:

- Understanding what drives attendance
- Activities that engage
- Job seekers employability
- Partnerships and collaboration
- Where improvements can be made

The survey is voluntary. Your responses will remain private (confidential) and anonymous. Findings from this survey will help support the findings from the case studies and provide more robust evidence for the evaluation.

DEMOGRAPHIC QUESTIONS

Firstly a few questions about your organisation.

If your organisation provides CDP services in more than one community, please think about only one community for this survey. Please choose the one community where CDP is working well and overall performance is highest.

D1 Please select the state you are working in?

SINGLE RESPONSE

NSW	
VIC	
QLD	
SA	
WA	
NT	
ACT	
Prefer not to say	



D2 Is the organisation who operates CDP in this community?

SINGLE RESPONSE

Indigenous owned	
Non-Indigenous owned	
Joint venture/Hosted or other arrangement that is part Indigenous ownership and part Non-Indigenous ownership	

D3 How long has this organisation provided job services?

SINGLE RESPONSE

Only since CDP (1 July 2015)	
Since RJCP (1 July 2013)	
Prior to 30 June 2013	
Prefer not to say	

D4 How long have you worked in job services?

SINGLE RESPONSE

Only since CDP (1 July 2015)	
Since RJCP (1 July 2013)	
Prior to 30 June 2013	
Prefer not to say	

D5 What is your role in providing the CDP?

SINGLE RESPONSE

CDP Manager in community	
CDP Supervisor in community	
Administration / Office staff in community	
Trainer – in community	
Management – off site	
Administration / Office staff – off site	
Trainer – off site	
Other – Specify	

D6 Do you identify as ...?

SINGLE RESPONSE

Aboriginal	
Torres Strait Islander	
Both Aboriginal and Torres Strait Islander	
None of these	

D7a How many CDP staff from your organisation work in this community?

NUMERIC

DON'T KNOW



D7b What proportion of Aboriginal and/or Torres Strait Islander people are employed in each of the following roles in this community?

SINGLE RESPONSE

	Aboriginal and/or Torres Strait Islander	Non- Indigenous	Total
CDP Manager in community			
CDP Supervisor			
Administration / Office staff in community			
Management			

D8 What is your current caseload (total number of jobseekers currently servicing) in this community, approximately?

SINGLE RESPONSE

0-199	
200-399	
400-599	
600-799	
800-999	
1000 +	
Don't Know	

ANSWER FOR EACH SHOULD JUST BE A NUMERIC RESPONSE TO EACH as a % They don't have to add to 100%

D9a What proportion of your current caseload have WfD as an activity in their job plans?

D9b What proportion of those with a WfD activity on average attend those activities regularly?

D9c What proportion of those with WfD activities do not attend for valid reasons?

D9d What proportion of those with WfD activities do not attend for invalid reasons?

D9a What proportion of your current caseload are in training that is not a WfD activity?

An approximate estimate only.

D10 How many Work for the Dole (WfD) activities do you currently have operating?

NUMERIC RESPONSE

Number of Activities	
Don't Know	

D11 What proportion of activities have the following participants allocated?

NUMERIC RESPONSE

1 participant (specialised for the individual)	
2-6 participants (small group)	
7-12 participants (medium size group)	
13 – 24 participants (large group)	
Over 25 participants	
Total	
Don't Know	



SECTION A: ATTENDANCE

The next few questions are about what changes in attendance you have seen since CDP started.

A1 Since CDP replaced RJCP do you think the number of people who are allocated to activities has increased, decreased or stayed the same?

Increased	
Decreased	
Stayed the same	
Don't Know	

A2 Since CDP replaced RJCP do you think attendance to those activities has increased, decreased or stayed the same?

Increased	
Decreased	
Stayed the same	
Don't Know	

A2a Why do you say that? O/E

A2b what are you currently doing (or what are your main strategies for) getting people to engage in the program and attend activities?"

When RJCP replaced CDEP do you think attendance increased, decreased or stayed the same?

Increased	
Decreased	
Stayed the same	
Don't Know	

Why do you say that? O/E



A3 Since CDP replaced RJCP how well do the following statements describe the community you provide CDP?

If your organisation provides CDP services in more than one location, please think about only one location for this survey, preferably the location where CDP is working well and overall performance is highest.

A4 Rank those that are true in order of the main reason why participants attend first to the least last. DRAG AND DROP RANK ORDER

	A3			A4
{SINGLE}	TRUE	NOT TRUE	Don't know	ORDER
Participants attend because they want more training and experience.				
Participants attend because they like the opportunity to be social and work with others.				
Participants attend because they like doing the activities.				
Participants attend to avoid financial penalties.				
Participants attend because they believe that CDP will lead to a real job.				
Participants attend to contribute to activities that make the community a better place to live.				
Participants attend because of the practical support provided by CDP staff.				
Participants attend because CDP staff have helped them manage physical health issues.				
Participants attend because CDP staff have helped them manage mental health issues.				
Don't Know				



A5 Who is more likely to attend for each of these reasons..... SHOW ONLY THOSE AT A3=1

DRAG AND DROP CODES TO STATEMENTS

1 Males 16-24 years

2 Females 16-24 years

3 Males 25-44 years

4 Females 25-44 years

5 Males 45+

6 Females 45+

{SINGLE}		
Participants attend to avoid financial penalties.		
Participants attend because they believe that CDP will lead to a real job.		
Participants attend because they like doing the activities.		
Participants attend because they want more training and experience.		
Participants attend because they like the opportunity to be social and work with others.		
Participants attend to contribute to activities that make the community a better place to live.		

A6 What proportion of participants in your current case load do you feel have the following attitudes and behaviour towards attendance at CDP?

{SINGLE}	%
Seriously disengaged	
Able but not always willing to attend	
Willing but not always able to attend	
Willing and able but sometimes have non-valid non attendance	
Willing and able and only have valid non attendance	
Total	

A10 Is there anything else that you would like to mention about improving attendance? O/E

NO COMMENT



SECTION B: Activities that engage

The next few questions are about engagement in Work for the Dole (WfD) activities.

B1a How much of a problem are the following groups of jobseekers in the caseload in your community?

NUMERIC RESPONSE

Persistently non-compliance / not attending / hard to engage to find out why not attending	A big problem	A little problem	Not a problem
Be-grudgingly attend and deliberately don't engage the activity	A big problem	A little problem	Not a problem
Attend but spend most of their time on the phone to Centrelink to avoid penalties that they don't engage in the activity	A big problem	A little problem	Not a problem

B1b How many are the following groups of jobseekers in the caseload in your community?

NUMERIC RESPONSE

Attend and are contemplating getting involved in the activity but need a lot of encouragement to get them motivated to engage	A lot	A few	None
Attend and passively engage but only a little effort not enough to be work ready	A lot	A few	None
Attend and actively engage and put in a big effort that is getting them ready for work	A lot	A few	None

B2 Which types of activities are successful at engaging participants?

B3 Which types of activities are successful at getting participants work ready?

B4 Which types of activities are you currently offering?



B5 ASK ONLY IF B4=N Which types of activities would you like to offer more of?

	B2 Engagement	B3 Work Ready	B4 Current	B5 Would like to
Activities that you see the result of their work and feel proud because the activity contributes to a visual or tangible outcome for the community	Y/N	Y/N	Y/N	Y/N
Learning on the job – the activity is integrated into real work places outside the CDP facility	Y/N	Y/N	Y/N	Y/N
The activity that have a clear pathway to a real job – there is a purpose to the activity that is meaningfully contributing to their skill set for a job that is obtainable in community	Y/N	Y/N	Y/N	Y/N
Focuses on teamwork and getting a group to work together who like each other's company and who will motivate each other	Y/N	Y/N	Y/N	Y/N
Sets a good example and shows others how to look after and take pride in their community	Y/N	Y/N	Y/N	Y/N
Meets an individual's personal interests or dreams – tailored to a few or even one person	Y/N	Y/N	Y/N	Y/N
Is led by a respected role model in the community who uses their social influence to change social norms	Y/N	Y/N	Y/N	Y/N
Ongoing long term activities (1 year- 4 years) that result in a trade or qualification or apprenticeships	Y/N	Y/N	Y/N	Y/N
Use community development planning principles to create an activity to meet community needs	Y/N	Y/N	Y/N	Y/N

B6 Why don't you offer more of these activities? What are the barriers/challenges?

	Why
Activities that you see the result of their work and feel proud because the activity contributes to a visual or tangible outcome for the community	
Learning on the job – the activity is integrated into real work places outside the CDP facility	
The activity that have a clear pathway to a real job – there is a purpose to the activity that is meaningfully contributing to their skill set for a job that is obtainable in community	
Focuses on teamwork and getting a group to work together who like each other's company and who will motivate each other	
Sets a good example and shows others how to look after and take pride in their community	
Meets an individual's personal interests or dreams – tailored to a few or even one person	
Is led by a respected role model in the community who uses their social influence to change social norms	
Ongoing long term activities (1 year- 4 years) that result in a trade or qualification or apprenticeships	
Use community development planning principles to create an activity to meet community needs	



B7 Is there anything else that you would like to mention about improving the engagement in activities for different participants? O/E

NO COMMENT

SECTION E: Employability

The next few questions are about job readiness and the employability of jobseekers.

E1 Since CDP replaced RJCP do you think job seeker employability (getting them work ready) has increased, decreased or stayed the same?

Increased	
Decreased	
Stayed the same	
Don't Know	

E2 Why do you say that? O/E

E1a When RJCP replaced CDEP do you think job seeker employability (getting them work ready) increased, decreased or stayed the same?

Increased	
Decreased	
Stayed the same	
Don't Know	

E2b Why do you say that? O/E



E3 How much of a problem are the following groups of jobseekers in the caseload in your community?

NUMERIC RESPONSE

The barriers to being work ready require social, emotional and wellbeing support services which are not available.	A big problem	A little problem	Not a problem
The barriers to being work ready require the development of those soft skills / work ethic / work personality which requires intensive one on one mentoring and support.	A big problem	A little problem	Not a problem
The barriers to being work ready requires addressing environmental issues (housing/poverty/health/transport) that are beyond the CDP program.	A big problem	A little problem	Not a problem
Job seekers who are work ready lack the skills/experience in a job to be employable.	A big problem	A little problem	Not a problem
Job seekers who are work ready and have the right skills/experience to be employable are not working because there are no jobs.	A big problem	A little problem	Not a problem

E4 How many are the following groups of jobseekers in the caseload in your community?

NUMERIC RESPONSE

It may take several years before they are job ready	A lot	A few	None
It make take at least a year before they are job ready	A lot	A few	None
Will be job ready within a year	A lot	A few	None

SECTION C: Partnerships and collaboration

The next few questions are about how your organisation collaborates with the community and stakeholders.

C2 Please rate the extent of co-operation you **currently** have with the following stakeholders using the definition below.

C3 Please rate the extent of co-operation you think you need to have to be most effective using the definition below.

Level of cooperation	Definition
No awareness	We are not aware of who these stakeholders are
Awareness	We are aware of the stakeholders, but organise our activities solely on the basis of our own objectives, materials and resources
Communication	We actively share information (formally or informally) with the stakeholders
Coordination	We work together by modifying program planning and delivery to take into account methods, materials and timing of the stakeholders
Collaboration	We jointly plan and deliver key aspects of our program with the stakeholders with the aim of an integrated approach



	To what extent is your organisation cooperating with the following organisation?	To what extent would you like your organisation to cooperate with the following organisation?
Traditional owners		
Local reference group		
Employers		
Prime Minister and Cabinet regional network		
Support providers like Health, Allied Health and Wellbeing Services		
Centrelink		
Centrelink (Community Agent Program)		
Local Shire Council		
State Government		
Vocational Education Training organisations (NGO)		
Indigenous community controlled organisations		
Other CDP providers in our region		

C4 Is there anything else that you would like to mention about improving partnerships and collaboration? O/E

NO COMMENT

F1 If you could change something about this program to make it work more effectively in your community, what would you change and why? O/E

NO COMMENT

F2 Do you have any examples of when and where the CDP program has been successful? O/E

Thanks and close:



Appendix E: Survey for community stakeholders

The community stakeholder survey was a qualitative discussion, left to storytelling and free form. The main prompts for additional information from the interviewers were:

Section A - Warm up

1. Can you tell me a bit about yourself/your organisation and your story about RJCP/CDP/CDEP?

Section B - Process and partnership

2. Can you explain how you or your organisation interacts with the CDP?

3. Ideally what should happen?

4. I have read in other evaluations that when there are strong partnerships and productive relationships between service providers in a community that programmes are more likely to be successful. Could you describe how you think partnerships benefit programmes?

Service providers only:

S1. Can you explain how you/your organisation interacts with the community decision makers/Elders/TO's?

S2. Ideally what should happen?

Everyone

4. I have read in other evaluations that when there are strong partnerships and productive relationships between service providers in a community that programmes are more likely to be successful. Could you describe how you think partnerships benefit programmes?

Section C Success factors and Barriers

5. Are there important things that work well for you/your organisation because of the CDP Programme?

6. Are there important things that make it difficult for you/your organisation because of the CDP Programme?

Section D - Describing contexts

7. What elements does the CDP need to assist job seekers into work? PROBE Is just having [element] present enough, and what is needed to make that [element] work?

8a. What elements are used in this community?

8b. If elements not used asked: What is needed to bring those elements into the CDP? PROBE for when it

9. What are the characteristics of job service providers who would be most likely to engage job seekers in this community?

10. What are the characteristics of a job seeker who is most likely to get a job after the CDP program?

11. What are the characteristics of a community that is most likely to progress economic opportunities?

12. What are the characteristics of an employer that is most likely to take on a job seeker from this community?

Section E – Identifying mechanisms

13. How do you know when you have done well? What does that feel like? What did you achieve? Tell me more about why it worked?

14. How do you know when you haven't done well? What does that feel like? What happened? Tell me more about why it didn't work?

Section F- Resourcing

15. In your opinion how appropriate are the resources used to undertake the CDP programme?

16. What would be the appropriate assignment of resources? What outcome would you expect with this resource allocation?



Appendix F: Administration data

This report draws on data from the Employment Services System and Income Security Integrated System. Employment service providers record data about participants registered with an employment service provider in the Employment Services System information technology system. Information about income support recipients is recorded in the Income Security Integrated System information technology system. Federal Government Departments worked together to compile data from various data sets to give a complete picture of job seekers.

Process for data extraction

Details of data items

1. JSCI DATA

The following JSCI data items (listed below – latest as at 31 July 2017) were provided by DJSB for a subset of 10,589 people who had JSCI records.

NOTE THAT THE NUMBERS BELOW ARE NOT THE VARIABLE/FIELD NAMES

WE1 What were you MOSTLY doing in the TWO YEARS before you started CDP?

WE2 In your most recent job, how many hours did you mostly work per week?

WE3 Did you do any paid work in the TWO YEARS before you started CDP?

EQ1 What is the highest level of schooling you have COMPLETED?

EQ2 Have you COMPLETED any other qualifications? [MULTIPLE RESPONSE]

EQ3 Do you think any of these (qualifications) could be work-related?

EQ4 Can you still use any of these (work-related qualifications)?

EQ5 What is preventing you from using your qualification(s)?

L1 Did you speak ENGLISH as a child?

L2 What language(s) did you first speak as a child? [RECORD UP TO TWO]

L3 Do you consider you speak ENGLISH

L4 Do you consider you read ENGLISH

L5 Do you consider you write ENGLISH

L6 Have you done any courses or classes to help improve your English language skills in the last six months?

DO1 Are you Aboriginal or Torres Strait Islander?

HM1 Did you arrive in Australia on a refugee/humanitarian visa OR were you granted a refugee/humanitarian visa when you arrived in Australia?

HM2 From which country are you a refugee or humanitarian entrant?

WC1 Do you have any disabilities or medical conditions that affect the HOURS you are able to work?

WC2 What is the most NUMBER OF HOURS a week you think you are able to work?

WC3 Do you have any disabilities or medical conditions that affect the TYPE OF WORK you can do?

WC4 Do you think you need additional support to help you at work as a result of your condition(s)?

WC5 How long will your condition(s) affect your ability to work?

WC6 What is/are the conditions?

LC1 Were you living in secure accommodation, such as rented accommodation or your own home, for the 12 months before you started CDP?

LC2 Are you currently staying in emergency or temporary accommodation?

LC3 How often have you moved in the last year?

LC4 Do you live alone?



LC5 How many people are there living in your household, including yourself? Please enter number
 LC5 Who lives with you? [MULTIPLE RESPONSE]
 LC6 Are you the main care-giver to this child/these children?
 LC7 What is the date of birth of your youngest child?
 T1 Do you have a valid driver's license?
 T2 Do you have your own car or motorcycle that you can use to travel to and from work?
 T3 What can you use to travel to and from work?
 CC1 Have you spent time in custody in the last seven years as a result of a criminal conviction?
 CC2 Have you been convicted of a criminal offence in the last 10 years but received a non-custodial sentence?
 PC1 Does the following sentence apply to you? – At least one of my parents or legal guardians was regularly in paid employment when I was in my early teens.

2. PENALTIES, SUSPENSIONS AND CANCELLATIONS DATA

The following penalties data were extracted and provided by DSS on behalf of DJSB, for everyone in scope.

- All penalties experienced by the job seeker (i.e. applied penalties) between 1 July 2015 and 31 December 2016, date penalty applied and type of penalty (NSNP, etc.)
- All cancellations and suspensions experienced by the job seeker between 1 July 2015 and 31 December 2016), reasons for each cancellation or suspension and dates payments stopped and were reinstated.

3. ADDITIONAL INFORMATION ON JOB SEEKERS

WfD/activity history, employment outcomes and other background information was provided for each CDP participant since CDP started OR since the participant commenced CDP (and up until 31 July 2017) as follows:

- job plan information on the types of activities job seekers have agreed to participate in, and assistance codes (which spell out the type of assistance providers are helping job seekers with).
- variables that identify the job seeker participation requirements and WfD compellability, including payment type, legal requirement code (part-time participation, full-time participation, reduced participation or voluntary), job seeker age (DOB), whether a principal carer, whether reduced work capacity, rate of income support, whether exempt from CDP
- details of all activity placements (including placement type, activity name and activity project number)
- whether had a job placement in the last 18 months and number of placements
- whether had a 26-week outcome in the last 18 months and number of 26-week outcomes
- other background information, including community code, community name, provider name, Labour Market Region (LMR) (corresponds with region of provider), suburb, locality and postcode, gender
- attendance records for each activity for each day (attended/non-attended and reasons for non-attendance (e.g. ceremony/sick).



Appendix G: Driver analysis

1. Drivers of job seeker behaviour

The analysis of 368 job seekers aimed to determine what may be driving three outcomes:

- job placement
- attendance
- penalties.

All of the variables from both the survey data and the administration data were tested to see if patterns existed. The analysis found that the best variables associated with outcomes were JSCI scores (Table App 10). This seems logical considering this is the way that CDP Providers assess job seekers and score them for risk of long-term unemployment. Points are derived from JSCI scores awarded when determining the barriers for job seekers in finding and maintaining employment. As part of the JSCI points and scoring methodology, a high score for a factor reflects a higher level of disadvantage for the job seeker. JSCI scores highlight the factors that have a significant impact on a job seeker's likelihood to remain unemployed for another year.



Table App 10 Factors that make it difficult for job seekers to find and maintain employment

JSCI points variable	Fewer JSCI points	More JSCI points
Mode of transport to work	Awarded to those who have unrestricted access to their own transport.	Awarded to those who do not have access to any kind of transport.
Indigenous location labour market	Awarded to those who live in a very low disadvantage employment region.	Awarded to those who live in a very high disadvantage employment region.
English language literacy level	Awarded to those who have a good English proficiency level.	Awarded to those who have a poor English proficiency level.
Recent work experience	Awarded to those with adequate work experience or recent labour market attachment.	Awarded to those with inadequate work experience or a lack of recent labour market attachment.
Disability medical status	Awarded to those who have no disability/medical condition and 23–29 hours per week work capacity.	Awarded to those who have multiple disabilities/medical conditions and less than 8 hours per week work capacity.
Duration on income support	Awarded to those who are not/have not ever been on income support.	Awarded to those who have been on income support long term.
Telephone contactability	Awarded to those who are contactable by phone.	Awarded to those who are not contactable by phone.
Educational attainment	Awarded to those who have completed a degree or postgraduate qualification.	Awarded to those did not attend school.
First language spoken as a child	Awarded to those whose first language was English.	Awarded to those whose first language was not English.
Criminal convictions	Awarded to those who are not ex-offenders.	Awarded to those who have been sentenced to more than one fortnight of imprisonment.
Workplace support needs	Awarded to those who do not require additional support in the workplace.	Awarded to those who do require additional support in the workplace.
COB UE rate	Awarded to those who were born in a low disadvantage country where English is their first spoken language.	Awarded to those who were born in a very high disadvantage country where English is not their first spoken language.
Vocation qualifications	Awarded to those who have completed useful, work-related, vocational qualifications outside of school.	Awarded to those who have not completed any further qualifications.
Indigenous status	Awarded to those who do not identify as Indigenous.	Awarded to those who identify as Indigenous.
Job seeker history	Awarded to those who have never been on income support.	Awarded to those who have experienced extended and/or multiple periods of time on income support.
Stability of residence	Awarded to those who have stable residence – a reasonably fixed, regular and adequate place to stay.	Awarded to those who have primary unstable residence – staying in a squat, sleeping out or having nowhere to stay.
Proximity to labour market	Awarded to those who live in metropolitan or inner regional areas.	Awarded to those who live in outer regional, remote, or very remote areas or with migratory living arrangements.
Impact personal factors	Awarded to those who do not have any other personal factors that may affect their ability to work.	Awarded to those who identify other personal factors that may have a high impact on their ability to work. Personal factors include anger issues/ temper/ violence, caring responsibilities, domestic violence and a drug treatment programme.
Geographic	Awarded to those who live in a very low disadvantage employment region.	Awarded to those who live in an extreme disadvantage employment region.
Living circumstance – family status	Awarded to those who have less carer responsibilities.	Awarded to those who are a carer for an adult person over the age of 15 years, dependent children.
Age range and gender	Awarded to males below the age of 45 years. The younger the male respondent, the fewer JSCI points received.	Awarded to females above the age of 45 years. The older the female respondent, the more JSCI points received.

The JSCI score starts at 0 (no disadvantage), with higher values representing more disadvantage. Further explanation of the JSCI codes can be found in Appendix H.



The analysis method used to understand the relationships between the drivers and the employment/penalty outcomes was Bayesian Network (Bayes Net) modelling. Standard Bayes Net modelling is a structurally based form of modelling that uses an algorithm to examine the linkages between all variables and then quantifies these in terms of conditional probabilities.

The advantage in considering the structure in the calculation of the driver coefficients is that it allows for dependencies between the different driver variables, as opposed to traditional approaches which assume drivers are independent from each other and feed directly into the outcome. As a result, the correlations between the driver variables do not affect the scores in a biased way. The structure of the model is emergent, that is, driven by the data and able to handle missing values. The model can be evaluated via a model fit statistic (CPT score), which is similar to an ordinary least squares (OLS) adjusted R squared value. These help to provide a measure of the level of variation explained by the data in predicting the outcome. Typically, the CPT score is higher than the OLS score, again showing the strength of this modelling approach by allowing for dependent relationships between drivers. While the fit statistics provide some indications of strength of explanation, they are not to be considered as the only measure to accept the model.

Ipsos has developed a proprietary method that uses the principles of Bayes Net analysis and extends it by introducing an iterative process of many models for which an average impact across all of the models is obtained. The output includes scores for the impacts of each of the variables on the outcome and a structural map showing the paths and relationships between the variables and the outcome.

The modelling is applied separately to each of the following outcomes:

1. ever placed in a job
2. number of job placements
3. number of penalties
4. days attended in activities

with the aim of understanding the most contributing factors. This may assist in developing more targeted strategies and programs for some of these groups.

2. Ever placed in a job

Ipsos Bayes Net (IBN) is an analysis technique that has been used to examine the impact of each JSCI score on the desired outcome, in this case whether the job seeker has ever been placed in a job. IBN identifies how different JSCI scores are connected, showing the path between each and the outcome. Together, the impact scores and structural mapping of this technique help identify what is likely to be associated with job placement outcomes.

- **Impact scores** identify how much impact each JSCI score (attributes of the job seeker) are associated with the outcome of a job placement through both direct and indirect (mediating) paths.
- **Structural mapping** shows how job seekers' attributes (defined through JSCI scores) are connected, linked or associated with other attributes that determine the outcome of a job placement.

The JSCI score attribute with the biggest effect on whether a job seeker has been placed in a job is the job seeker's disability/medical condition. The higher the JSCI score the more multiple disabilities/medical conditions they have, and the less likely it is that they can work more than eight hours per week. Therefore, as the job seeker's disability or medical JSCI score increases, the more it negatively affects the probability they have achieved a job placement. The data shows that an increase of 1 on the JSCI score for disabilities/medical conditions will result in a lower chance of being placed in a job (0–1) of -0.88, which is a significant effect (Figure App 3).



The personal factor JSCI score is any other personal factors that may affect the ability of a job seeker to work. This may include anger issues/temper/violence, caring responsibilities, domestic violence and drug rehabilitation. As this JSCI score increases by 1, the chance of being placed in a job (0–1) decreases by -0.16.

Similarly, recent work experience (lower score) or no work experience (higher score) affects job placement. An increase in JSCI score of 1 results in a negative impact of -0.16 on job placement. Other factors that negatively impact on job placement are the more difficult it is to contact job seekers over the phone (-0.11), transport disadvantage (-0.08), low language and literacy (-0.04) and the longer they are on income support (-0.03). The only factor that appears to have a positive impact on job placement is if they live in an employment region with little disadvantage (0.03).

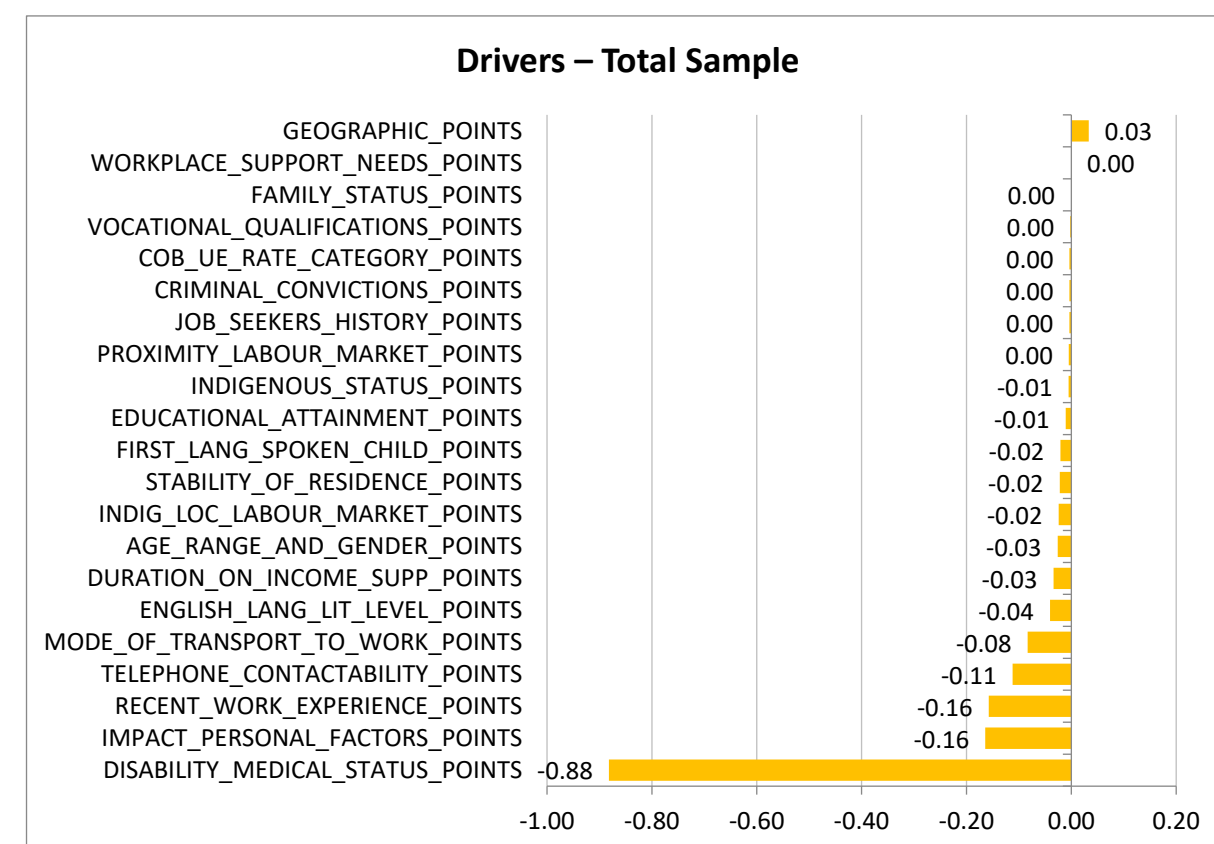


Figure App 3 Job seeker attributes that drive job placement

To understand how job seekers' attributes in combination affect job placement, structural mapping is used. Many traditional driver approaches assume (unrealistically) that all drivers are independent from each other and feed directly into the outcome. Structural approaches (like Ipsos Bayes Net) seek to identify and quantify these driver–driver relationships, which may uncover key practical findings. Given the inter-related nature of the data, IBN more accurately identifies the impact of changing values on specific attributes (increasing JSCI scores or decreasing them) through their direct and indirect paths. Structural maps help identify how elements are working together to drive outcomes.

The relationships between the JSCI scores or those attributes that drive a job placement are mapped out in a visual diagram. The model fit for job placement was 9% for the IBN model, which was higher than that of an OLS regression model with the same variables (6%). The IBN model was not as strong as that for penalties (31%) and represents about 10% of explanatory effects.

Table App 11 Model fit for job placement

Model	IBN Model Fit (rsq.cpt)	OLS Regression Model Fit (rsq.ols)
Job placement	0.09	0.06

The structural map can be read as follows:

- The JSCI scores or job seeker attributes are shown as circles (aka 'nodes'). These nodes are sized to reflect relative size of their driver impact (i.e. from Figure App 3). The bigger the circle, the more impact on the outcome – whether negative or positive.
- The presence of a line between JSCI score nodes means that significant associations were consistently found between these two job seeker attributes, across multiple random samples of the data that did not disappear when controlling for other JSCI scores. For example, there is an association between personal factors and disability/medical concerns.
- The absence of a line means that the JSCI score does not have an association, or that this association disappeared once controlling for other JSCI scores, or that this association was not found consistently across the bootstraps (multiple random samples). For example, there is no association between how stable a job seeker's residence is and any other job seeker attributes.
- A single-headed orientation is shown with an arrow going in one direction. This means that there was evidence, across multiple random samples of the data, consistent with one attribute having a causal association to the second attribute in the direction the arrow it is pointed.
- A double-headed orientation is shown with an arrow at each end of the line. This means that across the bootstraps, no one direction dominated and the impacts reflect reciprocal influence between two attributes (e.g. 50% of bootstraps had A→B, 50% had B→A).
- Length of the arrow means nothing. Whether two connected nodes/circles are located close to each other or far away is not significant. Circles/nodes are arranged to minimise visual clutter.
- Direct connections between a driver and the outcome reflect a consistent, unique impact that a particular variable has on the outcome. It does not speak to the size of this impact. It is like a statistically significant regression coefficient that is small in substantive terms but identifies a relationship that is consistent but not hugely impactful. For example, recent work experience consistently affects the outcome of job placement, but it is not the biggest impact on whether job placement is achieved.

In the structural map (Figure App 4) showing the relationship of all the job seeker attributes on the outcome of a job placement, the personal factor JSCI score is far away from the outcome and at the start of the chain of attributes. This indicates that personal factors may be at the root of the relationships contributing to the outcome of being placed in a job. It sits as the underlying attribute that the other job seeker attribute relationships stem from. Its impact is smaller than a disability/medical condition (larger circle); however, these two attributes are associated in a reciprocal relationship (double arrow line). There is no evidence that one causes the other.



There appear to be two arms of the map. The bottom arm of the map, leading towards the job seeker's recent work experience, appears to be driven by a range of personal attributes. The root cause of this arm is personal factors and a range of personal attributes (age, gender, length of time on income support and disability/medical conditions). At the root of these associations are the job seeker's personal factors such as their ability to work, which may include anger issues/temper/violence, caring responsibilities, domestic violence and drug rehabilitation.

The top arm of the map, again leading towards whether the job seeker has had recent work experience, seems to be a range of environmental attributes (transport disadvantage, disadvantaged employment region, proximity to labour markets) and employability attributes (low language and literacy, educational attainment, job seeker history). At the root of these associations are the job seeker's qualifications.

Changing outcomes for job placement relies on understanding what the root or underlying issues are, in this case qualifications and personal factors (further away from the outcome), and on addressing the biggest barriers or enablers of change (circle size), such as disability/medical conditions in the lower arm or telephone contactability in the top arm. The recent job experience JSCI score is shown as the closest to the outcome, which means that it is statistically more likely to increase the chance of a job placement outcome. Other JSCI scores also have an effect on the likelihood that a job seeker will have had recent work experience, working from right to left across the map. The associations in the map between other job seeker attributes may be used to understand what else may be influencing or changing their propensity to be placed in a job.

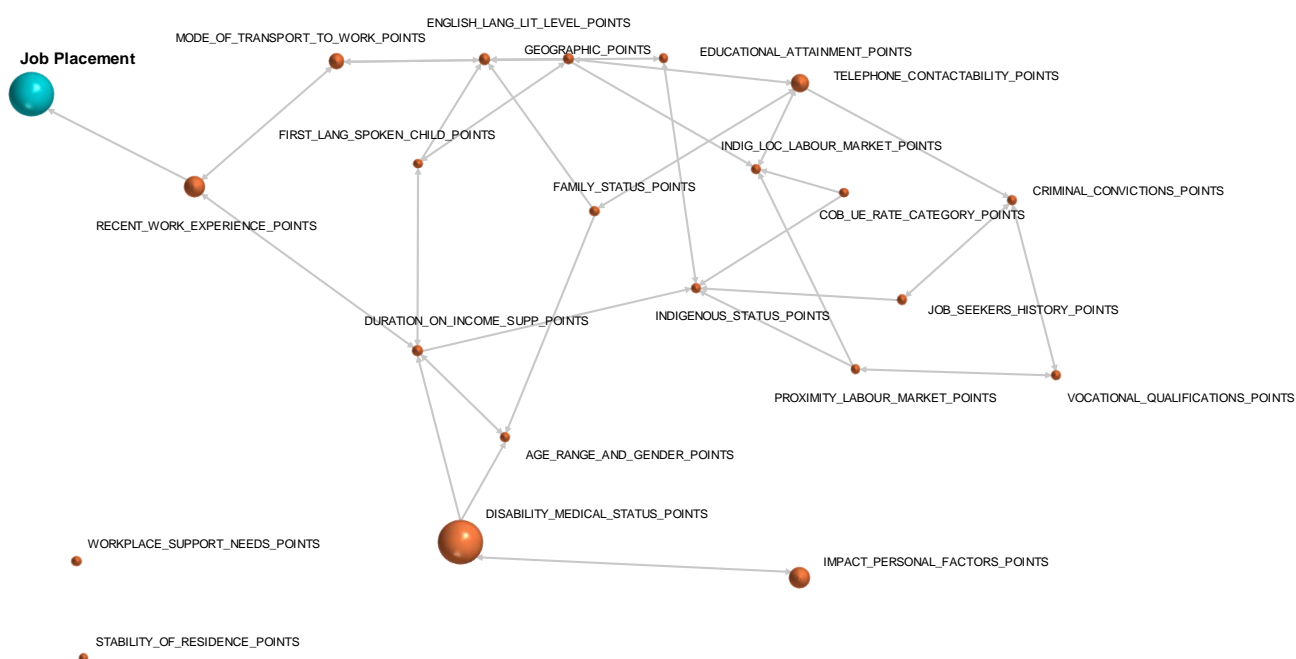


Figure App 4 Job seeker attributes relationships that drive job placement

3. Number of job placements

IBN was used to examine the impact of each JSCI score on the number of job placements. This analysis examined if there was any difference between the drivers determining if a person had been placed in a job and the number of job placements in order to explore the qualitative discussions around some job seekers getting all the jobs on offer and others never getting a chance at a job. IBN identifies how different JSCI scores are connected, showing the path between each and the outcome. Together, the impact scores and

structural mapping of this technique help identify what is likely to be associated with job placement outcomes.

- **Impact scores** identify how much impact each JSCI score (attributes of the job seeker) are associated with the outcome of the number of job placement through both direct and indirect (mediating) paths.
- **Structural mapping** shows how job seekers' attributes (defined through JSCI scores) are connected, linked or associated with other attributes that determine the outcome of the number of job placements.

The JSCI score attribute with the biggest impact on how often a job seeker will be placed in a job is the job seeker's disability/medical condition. The higher the JSCI score the more multiple disabilities/medical conditions they have, and the less likely it is that they can work more than eight hours per week. Therefore, as the job seeker's disability or medical JSCI score increases, the more it negatively affects the job seeker's chance at achieving multiple job placements. The data shows that an increase of 1 on the JSCI score for disabilities/ medical conditions will result in a lower chance of being placed in a job or multiple jobs (0–1) of -0.52, which is a significant impact (Figure App 5).

The personal factor JSCI score is any other personal factors that may affect the ability of a job seeker to work. This may include anger issues/temper/violence, caring responsibilities, domestic violence and drug rehabilitation. As this JSCI score increases by 1, the chance of being placed in several jobs (0–1) decreases by -0.12.

Similarly, recent work experience (lower score) or no work experience (higher score) affects the number of job placements. An increase in JSCI score of 1 results in a negative impact of -0.12 on the number of job placements. Other factors that negatively impact on the number of job placements are transport disadvantage (-0.08), the longer the job seeker is on income support (-0.06) and the more difficult it is to contact them over the phone (-0.05). The only factor that appears to have a positive impact on the number of job placements is a job seeker's involvement in stable tenancy, which refers to them having a reasonably fixed, regular and adequate place to stay (0.07).



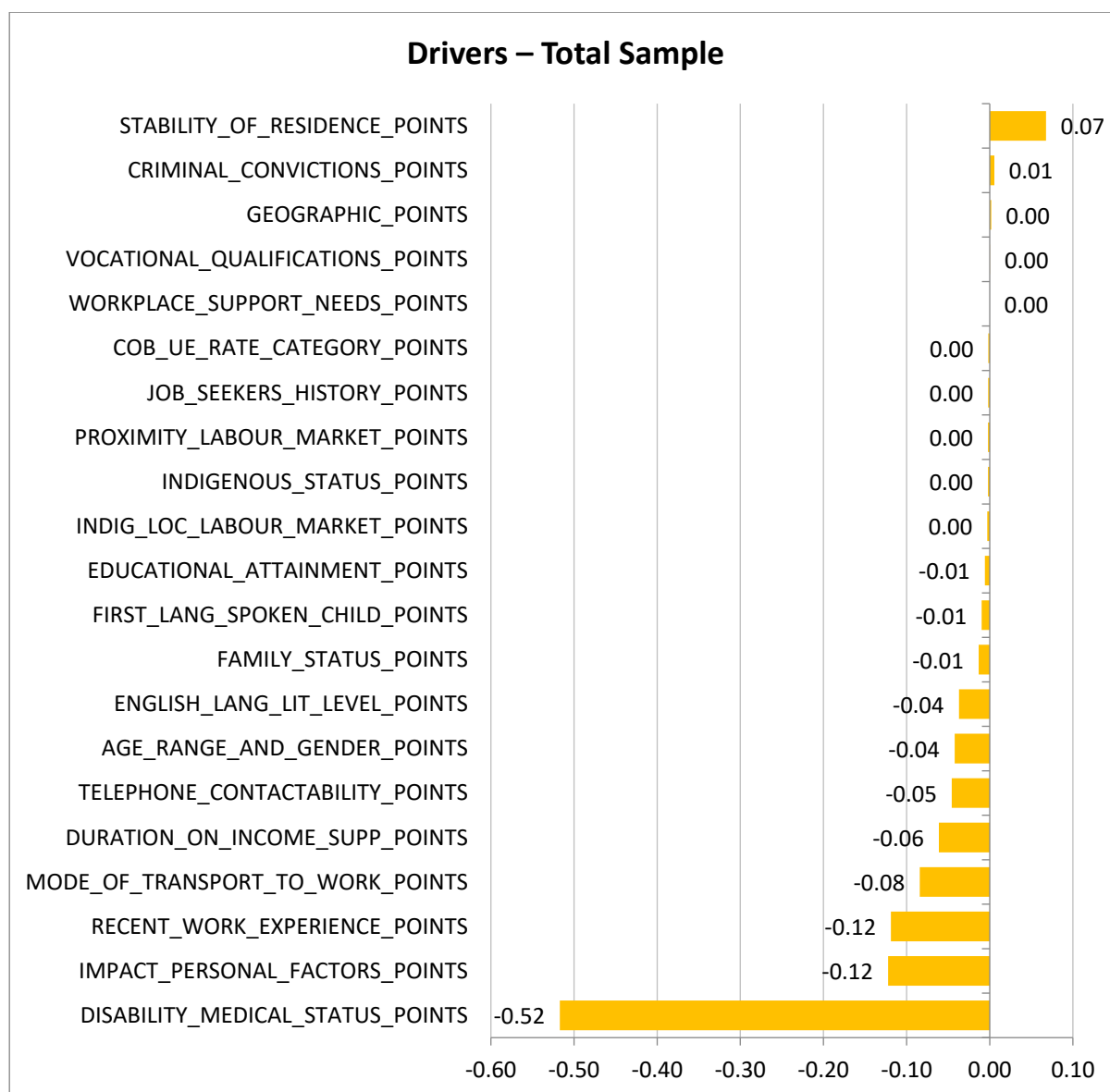


Figure App 5 Job seeker attributes that drive the number of job placements

The model for the number of placements was weaker than the model showing any placements, which means that the impact of these variables is on whether a job seeker gets any placement, rather than on how many placements they get.

In the structural map (Figure App 6) showing the relationship of all the job seeker attributes on the outcome of the number of job placements, the personal factor JSCI score is far away from the outcome and at the start of the chain of attributes. This indicates that personal factors may be at the root of the relationships contributing to the outcome of how many job placements a job seeker has had. Its impact is smaller than a disability/medical condition (larger circle); however, these two attributes are associated in a reciprocal

relationship (double arrow line). There is no evidence that one causes the other. This is a similar map to Figure App 4, which shows the outcome for just being placed in a job.

There appear to be two arms of the map. The bottom arm of the map, leading towards the job seeker's recent work experience, appears to be driven by a range of personal attributes. The root cause of this arm is personal factors and a range of personal attributes (age, gender, length of time on income support and disability/medical conditions). At the root of these associations are the job seeker's personal factors such as their ability to work, which may include anger issues/temper/violence, caring responsibilities, domestic violence and drug rehabilitation.

The top arm of the map, again leading towards whether the job seeker has had recent work experience, seems to be a range of environmental attributes (transport disadvantage, disadvantaged employment region, proximity to labour markets) and employability attributes (low language and literacy, educational attainment, job seeker history). At the root of these associations are the job seeker's qualifications.

The root or underlying attributes that affect the number of job placements are qualifications and personal factors, which are furthest away from the outcome to the right of the map. The biggest barriers (higher JSCI score) or enablers (lower JSCI scores) are disability/medical conditions (biggest circle size) in the lower arm or mode of transport in the top arm. This has the biggest effect on the number of job placements. Recent job experience (closest to the outcome) has the greatest influence of a job outcome dependent on the associations and impact. Using the associations in the map with other job seeker attributes can provide understanding about what else may be influencing or changing job seekers' propensity to get many jobs. That is, moving from the right to the left of the map the barriers build up, affecting the likelihood of the outcome. However, enablers (if the barrier is not present) will increase the likelihood of the outcome.

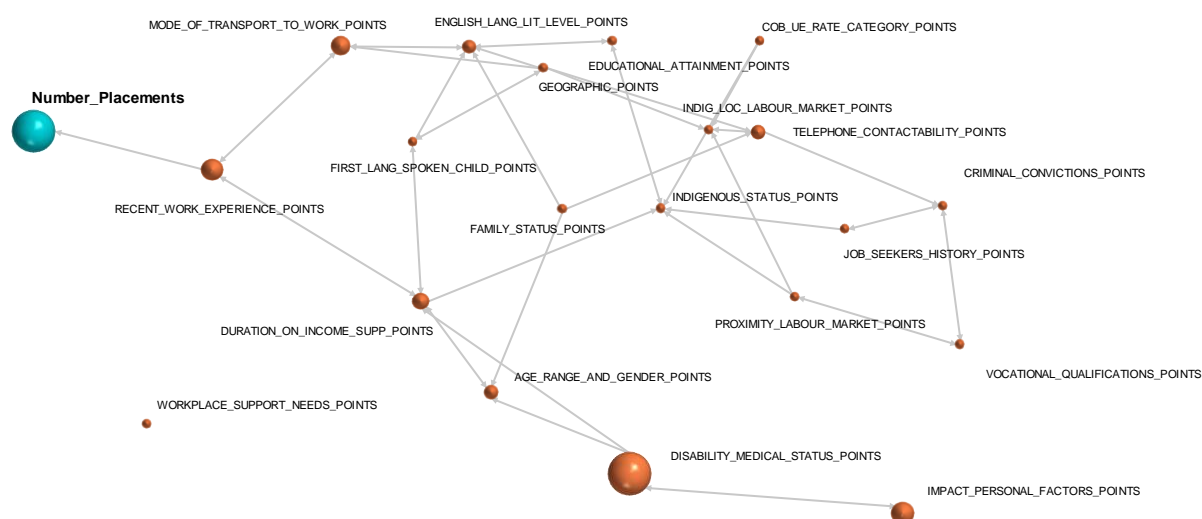


Figure App 6 Job seeker attributes relationships that drive the number of job placements

The model fit for number of job placement was 7% for the IBN model, which was higher than that of an OLS model with the same variables (5%). This IBN model was also weaker than that for penalties (31%) and represents about 7% of explanatory effects.

Table App 12 Model fit for number of job placements

Model	IBN Model Fit (rsq.cpt)	OLS Regression Model Fit (rsq.ols)
Number of job placements	0.07	0.05

4. Number of penalties

IBN was used to examine the impact of each JSCI score on the number of penalties applied. This analysis examined if there were differences between the drivers of penalties, which are an indication of non-attendance compliance, and the drivers of job placement. IBN identifies how different JSCI scores are connected, showing the path between each and the outcome. Together, the impact scores and structural mapping of this technique help identify what is likely to be associated with the number of penalties.

- **Impact scores** identify how much impact JSCI scores (attributes of the job seeker) have on the outcome of the number of penalties through both direct and indirect (mediating) paths.
- **Structural mapping** shows how job seeker attributes (defined through JSCI scores) are connected, linked or associated with other attributes that determine the outcome of the number of penalties.

The JSCI score attribute with the biggest impact on how many penalties will be applied to a job seeker is transport disadvantage. If it is harder for the job seeker to get to the CDP Provider, it increases the number of penalties applied. The data shows that an increase of 1 on the JSCI score for transport disadvantage will result in an increase of penalty (0–1) of 7.56 as the largest impact (Figure App 7).

Other factors that increase penalties include high employment disadvantage in the region (5.54), poor language and literacy (5.44), no recent work experience (4.35), disability/medical conditions (4.28), long-term unemployment (2.88) and high phone contact difficulty (2.15). Those who are less educated (1.61), spoke a language other than English as a child (1.56) and who have a criminal conviction are more likely to get a penalty (1.44).

The IBN analysis supports the qualitative survey findings that indicate that those with a higher number of disadvantages are more likely to be penalised, and that those with more communication barriers are more likely to have difficulty navigating the compliance system.



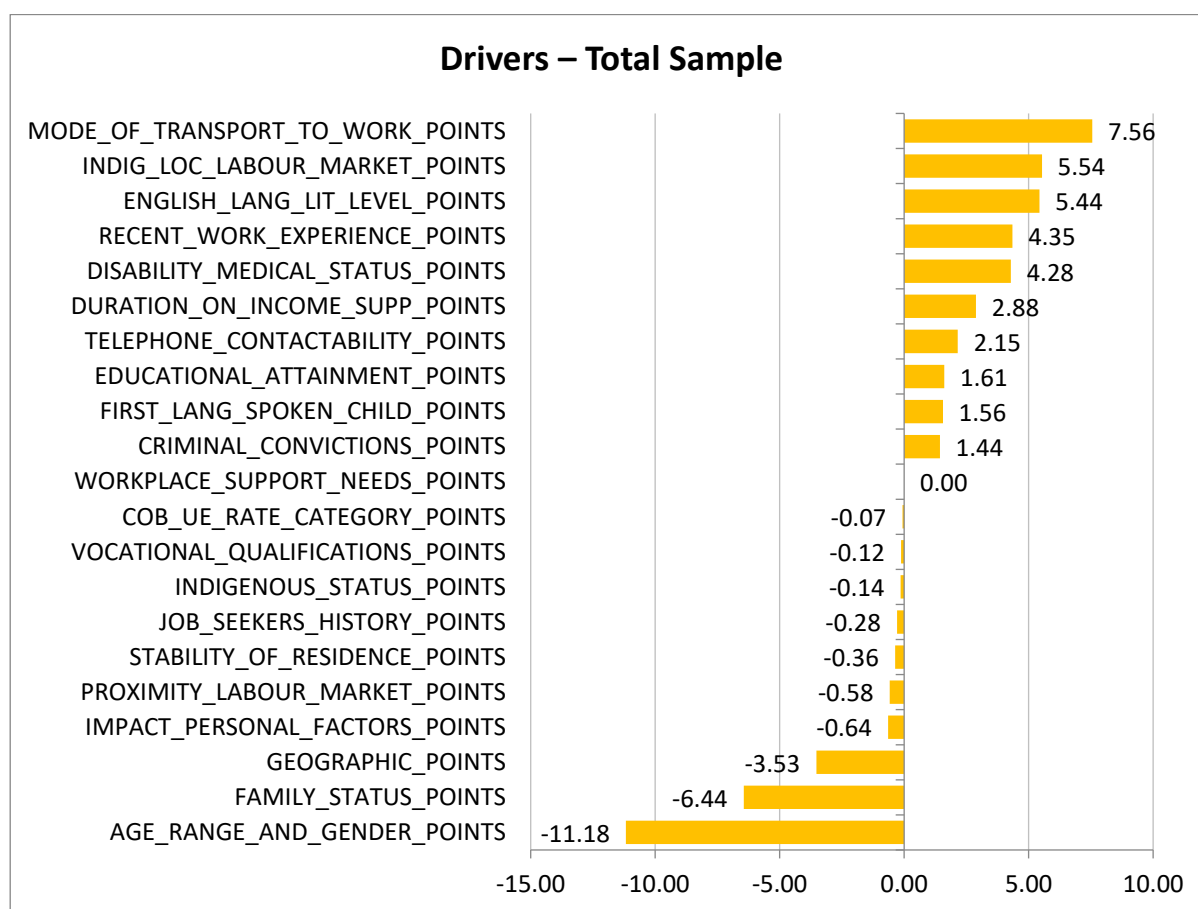


Figure App 7 Job seeker attributes that drive the number of penalties

In the structural map (Figure App 8) showing the relationship of all the job seeker attributes on the outcome of the number of penalties, the personal factor JSCI score is further away from the outcome and at the start of the chain of attributes. This indicates that personal factors may be at the root of the relationships contributing to the outcome of being placed in a job. It sits as the underlying attribute that the other job seeker attribute relationships stem from. Its impact is smaller than a disability/medical condition (larger circle); however, these two attributes are associated in a reciprocal relationship (double arrow line). There is no evidence that one causes the other.

There appear to be two clusters in the map. The top part of the map leads towards the job seeker's age and gender and is driven by a range of personal factor attributes. The root cause of this arm is personal factors and a range of personal attributes (age, gender, length of time on income support and disability/medical conditions). At the root of these associations are job seekers' personal factors such as their ability to work, which may include anger issues/temper/violence, caring responsibilities, domestic violence and drug rehabilitation.

The bottom arm of the map shows associations with the job seeker's range of environmental attributes (disadvantaged employment region, proximity to labour markets) and employability attributes (low language and literacy, educational attainment, job seeker history) driving penalties. At the root of these associations are the job seeker's qualifications.

Changing outcomes for the number of penalties relies on understanding what the root or underlying issues are. In this case, qualifications and criminal convictions are the biggest determinants of outcome (as shown on the map being far away from the outcome). It also relies on addressing the biggest barriers or enablers of change (circle size), such as a specific age/gender cohort in the upper arm or poor language and literacy in the bottom arm. Decreasing the number of penalties may mean targeting specific cohorts or addressing the underlying disadvantages that drive the number of penalties. Using the associations in the map with other job seeker attributes can provide understanding about what other factors may be influencing or changing job seekers' propensity to receive fewer penalties.



Figure App 8 Job seeker attributes relationships that drive the number of penalties

The model fit for penalty count was 31% for the IBN model, significantly higher than that of an OLS regression model with the same variables (17%). Therefore, the model explains close to a third of explanatory effects.

Table App 13 Model fit for penalty count

Model	IBN Model Fit (rsq.cpt)	OLS Regression Model Fit (rsq.ols)
Count penalty	0.31	0.17

The model fit for days attended in activities was 19% for the IBN model, which was higher than that of an OLS model with the same variables (13%). This model was stronger than that for job placements and explains about 19% of explanatory effects.

Table App 14 Model fit for days attended

Model	IBN Model Fit (rsq.cpt)	OLS Regression Model Fit (rsq.ols)
Days attended	0.19	0.13

Note: Days attended activities was not included in the final iteration due to earlier iterations indicating that this was not a strong distinguishing factor.



Appendix H: Segmentation process

The segmentation analysis used a clustering approach (*k*-means) which employs a distance-based algorithm to find which respondents are closest to each other based on a range of attitudes and behaviours and hence identifies key homogenous groups with distinguishing characteristics. A realist approach is looking for clusters of context and circumstances as well as patterns of behaviour.

Prior to the clustering process, a number of analyses were used to reduce the variables to key and more significant inputs. This was done to home in on what matters in a realist sensibility. This included factor analysis of attitudes to work, standardisation of scale variables and direction from the Bayes Net driver modelling. Variables with low sample representation (e.g. JSCI scores of non-zero) were filtered out of the analysis.

The base sample for the segmentation was 368 individuals who have both survey-based responses and Centrelink government data.

The variables included were:

- i. Administration data on actual behaviour, including:
 - Count of Penalty (a count of the number of penalties that individual had encountered. For those with no penalty information, this was assumed to be zero).
 - Job Placement (Yes, placed in a job; or No)
 - Number of Placements (Number of job placements, being zero or greater)
- ii. Administration data on an assessment of employability or job readiness included the JSCI variables: a list of 21 key variables that originate from the JSCI questions. The JSCI questions collect information about factors that have a significant impact on a job seeker's likelihood to remain unemployed for another year. As the JSCI scores are calculated as a continuous number.
- iii. Survey data on their attitudinal positioning included attitudes to work (a list of 22 statements were reduced to 11 work factors as described further in the following).

Standardisation of variables

The continuous variables were standardised to a mean of 1 and standard deviation of 0, so that all variables were considered equally and clustering was less influenced by the range of the scale. The 11 work factors were incorporated as factor scores, which are already considered to be standardised.

Factor analysis of work attitudes

A factor analysis was conducted on the following attitudes to reduce the fuller set of 22 statements to a smaller set of latent variables which are most correlated to each other. This removes the interdependency between variables, making it easier to work with a smaller number of independent factors which describe the underlying variability.



Original attitude list:

WorkR_1	all people can work
WorkR_2	career pathway includes stepping up through promotion/training/education
WorkR_3	earning money
WorkR_4	feel happy
WorkR_5	full day work
WorkR_6	helping family/people/community
WorkR_7	job interests them
WorkR_8	jobs for our future/jobs for our children
WorkR_9	keeping active
WorkR_10	learning on the job
WorkR_11	recognition / identity as a worker / proud to have a job
WorkR_12	role model
WorkR_13	self determination
WorkR_14	to support family
WorkR_15	working together to make community a better place
WorkR_16	employment benefits (leave/super)
WorkR_17	training/literacy
WorkR_18	meeting people / socialising
WorkR_19	feeling safe / security
WorkR_20	routine / structure / responsibility
WorkR_21	good team / good environment
WorkR_99	None

The table shows the grouping of the statements to each of the 11 factors. The scores shown in the cells are the loadings multiplied by 100; the ones marked with an asterisk show the statements with greater than 50 or less than -50 scores. This indicates the statements that best describe the factors, as they have the highest loadings.

For example, Factor 1: People and community is formed by strong comment on statements of:

- working together to make community a better place
- helping family/people/community
- meeting people/socialising



Table App 15 Grouping of attitudes to work by work factors

Variable	Statement (Work Attitude)	People & Community Factor1	Equal Opportunity Training Factor2	Structure Factor3	Career & Learning Factor4	Contentment Factor5	Security Financial Factor6	Future Role Model Factor7	Benefits Determination Factor8	None Not Support Family Factor9	Value Recognition Factor10	Active Factor11
WorkR_15	working together to make community a better place	75 *	-16	2	1	-11	3	13	7	10	9	-4
WorkR_6	helping family/people/community	70 *	7	-14	-11	4	-11	-7	7	-7	0	6
WorkR_18	meeting people / socializing	56 *	14	-1	5	-1	9	-13	-20	-8	-23	-1
WorkR_17	training/literacy	-1	78 *	-3	12	-4	-3	6	-12	1	21	6
WorkR_1	all people can work	6	73 *	1	-11	2	10	-5	37	1	-14	-8
WorkR_20	routine / structure / routine / responsibility	-5	-6	77 *	-1	-2	21	-5	-2	1	3	-4
WorkR_5	full day work	-6	5	76 *	-7	-3	-14	4	10	-4	-1	9
WorkR_2	career pathway includes stepping up through promotion/training/education	-6	-1	-13	82 *	-10	-1	-2	19	-4	3	-4
WorkR_10	learning on the job	-2	50 *	3	57 *	-2	-2	4	-22	-4	-7	2
WorkR_7	Job interests them	2	-1	3	-11	75 *	-8	-2	3	-3	-13	-13
WorkR_4	feel happy	-8	-1	-9	2	66 *	-1	-6	-8	-3	9	11
WorkR_19	feeling safe / security	6	6	11	3	-4	85 *	-2	-13	4	2	-8
WorkR_3	earning money	-22	-7	-17	-15	-11	54 *	-7	24	-41	-4	-2
WorkR_8	jobs for our future/jobs for our children	-8	1	-14	4	-3	2	79 *	3	-1	-12	11
WorkR_12	Role model	5	2	14	-4	-6	-6	71 *	-9	-3	8	-21
WorkR_16	employment benefits (leave/super)	-10	4	0	8	-13	-2	-5	68 *	0	-17	-2
WorkR_13	self determination	24	0	18	2	17	-7	0	56 *	-3	35	-4
WorkR_99	None	-11	0	-11	-17	-18	-11	-10	-4	82 *	-8	-11
WorkR_14	to support family	-7	1	-12	-31	-36	-26	-11	-17	-55 *	-13	-22
WorkR_11	recognition / identity as a worker / proud to have a job	-7	7	0	-1	-3	2	-5	-7	-2	87 *	-2
WorkR_9	keeping active	2	0	15	15	14	-16	-12	-11	1	-11	73 *
WorkR_21	good team / good environment	1	-1	13	40	20	-7	-4	-8	6	-13	-64 *

Reduction of key variables

JSCI variables with low representation of scores (a high proportion of zero values) were removed from the clustering algorithm. These were:

COB_UE_RATE_CATEGORY_POINTS
 CRIMINAL_CONVICTIONS_POINTS
 JOB_SEEKERS_HISTORY_POINTS
 VOCATIONAL_QUALIFICATIONS_POINTS
 WORKPLACE_SUPPORT_NEEDS_POINTS

Additional variables were removed due to their low impact in previous iterations of segmentation clustering and driver modelling. These were:

INDIGENOUS_STATUS_POINTS
 FIRST_LANG_SPOKEN_CHILD_POINTS
 STABILITY_OF_RESIDENCE_POINTS

The resulting list of key input variables were as shown in Table App 16.



Table App 16 Final key input variables

Group	Variable
JSCI	TELEPHONE_CONTACTABILITY_POINTS AGE_RANGE_AND_GENDER_POINTS MODE_OF_TRANSPORT_TO_WORK_POINTS DISABILITY_MEDICAL_STATUS_POINTS DURATION_ON_INCOME_SUPP_POINTS EDUCATIONAL_ATTAINMENT_POINTS ENGLISH_LANG_LIT_LEVEL_POINTS FAMILY_STATUS_POINTS INDIG_LOC_LABOUR_MARKET_POINTS RECENT_WORK_EXPERIENCE_POINTS IMPACT_PERSONAL_FACTORS_POINTS GEOGRAPHIC_POINTS
Penalty	CountPenalty
Job placements	JobPlacement Number_Placements
Work attitude Factors	Factor1 People Community (W) Factor2 Equal Opportunity and Training Factor3 Structure (W) Factor4 Career and Learning (W) Factor5 Contentment (W) Factor6 Security Financial (W) Factor7 Future and Role Model (W) Factor8 Benefits Determination (W) Factor9 None / Not support family(W) Factor10 Value and Recognition (W) Factor11 Active (W)

Clustering

The *k*-means clustering algorithm was applied to the set of reduced standardised variables and factors.

A range of solutions from 2 to 9 clusters was examined. Cluster migration tables demonstrated that the clusters broke clearly from 3 to 4 clusters, with a significant small segment of 30 people (representing 7–8%) being maintained as shown below.



Table App 17 Cluster migration tables

Frequency Table of cluster3 by cluster4						
cluster4						
	1	2	3	4	Total	
cluster31	85	22	13	2	122	
2	5	0	22	99	126	
3	10	7	83	20	120	
Total	100	29	118	121	368	
Frequency Table of cluster4 by cluster5						
cluster5						
	1	2	3	4	5	Total
cluster41	0	77	17	4	2	100
2	28	1	0	0	0	29
3	2	6	104	2	4	118
4	0	0	2	86	33	121
Total	30	84	123	92	39	368

Applying a latent class segmentation algorithm and its segmentation cut-off criteria also confirmed 4 segments, and the 4-segment solution demonstrated meaningful differences.

Profiling the segments by a range of variables indicated that there were significant differences in the penalty rates, job placement and attitudes to benefits of work. The segments derived from this quantitative technique are aligned with findings supported in the qualitative research.



Appendix I: JSCI overview and factors

Overview of the JSCI

The Job Seeker Classification Instrument (JSCI) is a questionnaire that measures a job seeker's relative level of disadvantage in the labour market and identifies a job seeker's risk of becoming or remaining long-term unemployed. It was first introduced in 1998 and has a fundamental role in the operation of Australian Government employment services.

Eighteen JSCI factors that reflect different aspects of labour market disadvantage, such as work experience and educational qualification, are assessed through the JSCI. Each JSCI factor may have a number of categories and sub-factors. The contribution to the overall relative level of disadvantage of job seekers from the JSCI factors is quantitatively estimated using a logistic regression. The regression quantifies the weight (in points) for each category within a JSCI factor. Points allocated to these factors reflect the relative level of disadvantage, with the total score of these points determining the level of employment assistance the job seeker is expected to receive. Job seekers who are more disadvantaged receive a higher score and thus higher level of assistance.

The JSCI is also used to identify if a job seeker has multiple or complex barriers to employment that may require further assessment via the Employment Services Assessment (ESAt). Depending on the outcome of the ESAt, a job seeker may be recommended for referral to an employment service that is appropriate for their needs, or the job seeker could be deemed as not able to benefit from employment services.

Information from the JSCI, and where appropriate from the ESAt, provides valuable information to employment services providers in developing activities and assistance that can address job seekers' barriers to employability.

The JSCI can be conducted by the Department of Human Services (DHS) or employment services providers under specified conditions. In general, job seekers participating in jobactive, Disability Employment Services (DES), Community Development Programme (CDP), Transition to Work (TtW), Time to Work and ParentsNext employment services need a JSCI.

The JSCI is reviewed every three years through a re-estimation process using the most recent data available to ensure its relevance. The number of JSCI factors and their contribution to the overall relative level of disadvantage may change as a result of this process.

JSCI re-estimation

JSCI points are derived by running a logistic regression on a data set of job seekers at a specific point in time. The data set reflects the characteristics of the job seekers as well as the social and economic conditions of the areas they live at that point in time. As the characteristics of the pool of job seekers and the social and economic conditions change over time, the JSCI needs to be re-estimated regularly to ensure the JSCI factors and points are still statistically relevant and accurately explain the relative level of disadvantage of job seekers in the current context.

In a JSCI re-estimation, the most recent data set of a stock of job seekers is used for running the logistic regression. All existing JSCI factors are generally included in the regression analysis. In addition, new JSCI factors and sub-factors can be included if considered to be important and relevant. The introduction of new JSCI factors or sub-factors in a re-estimation is generally based on recommendations from and consultation with stakeholders as well as on academic research. The regression analysis results will indicate which of the existing and new JSCI factors and sub-factors are statistically significant and the points or weights for each of them.



It is possible that, as a result of the re-estimation, some of the re-estimated JSCI points for some JSCI factors or sub-factors may appear to be counterintuitive or, if taken in isolation, seem not to reflect the labour market disadvantage of some job seekers. It is important to note that the overall labour market disadvantage of a job seeker is a product of the interaction of all of the JSCI factors. All factors must be considered collectively rather than any one factor being judged in isolation.

The JSCI re-estimation method has been reviewed as robust by academic researchers specialising in labour market economics. The choice of regression method as well as JSCI factors has been peer reviewed and found to be practical and appropriate. The JSCI methodology in general is also seen as highly developed and has been found to have a consistently robust track record.

JSCI factors under the current JSCI

Age and Gender

This factor recognises that age and gender can be an employment barrier. The JSCI points for this factor generally confirm that older job seekers experience higher relative labour market disadvantage than younger job seekers, and female job seekers experience higher relative labour market disadvantage than male job seekers.

Multiple disadvantage sub-factors have also been introduced to take into account the complex interaction effect as a result of the simultaneous presence of several sources of disadvantage. From 1 July 2015, the JSCI takes into account multiple disadvantage for job seekers aged 45 and older. The multiple disadvantage sub-factor refers to unemployed job seekers aged 45 and above who have at least one of the following characteristics:

- being on Newstart Allowance for more than two years
- reporting mixed or poor English proficiency level
- being a sole parent
- identifying as Indigenous
- being an ex-offender
- did not go to school.

Information under the Age and Gender factor is based on administrative data provided by the job seeker to DHS. Information for the sub-factor of multiple disadvantages for job seekers aged 45 and older are derived from DHS administrative data as well as the job seeker's JSCI responses.

Work Experience

This factor relates to how job seekers spent their time in the previous two years. Inadequate work experience or lack of recent labour market attachment represents a disadvantage in seeking employment. For example, prospective employers may be reluctant to employ job seekers who lack current skills or recent and appropriate experience. This is a particular issue for women, who are more likely to be absent from the labour market for some time to accommodate family responsibilities such as child care.

Inadequate work experience is also a barrier for ex-prisoners and school leavers who have not been in touch with the labour market for a long period or have not had an opportunity to demonstrate work habits or develop employer networks or contacts.



The categorisation of a job seeker under this factor is derived from the job seeker's JSCI responses.

The categories under this factor are:

- paid full-time work (35 hours+ per week)
- paid regular part-time work 8–30 hours per week
- paid regular part-time work less than 8 hours per week
- paid seasonal or irregular work
- unpaid work (including voluntary work)
- not in the labour force (e.g. caring or studying)
- not working but looking for work.

Job Seeker History

Job Seeker History is included in the JSCI to recognise the fact that job seekers who experience extended time and/or multiple periods on income support are more disadvantaged in terms of finding employment. Categorisation under this factor is based on information sourced from the job seeker's registration and benefit payment records. Income support payments made to the job seeker for the previous 10 years are considered, as well as whether they have received a Crisis Payment from DHS in the previous six months.

The categories under this factor are:

Duration on income support component

- <12 months
- 12–23 months
- 24–35 months
- 36–47 months
- 48–59 months
- 60 months or more
- no income support.

Income support and Crisis Payment component

- more than once on income support
- received Crisis Payment
- received Crisis Payment + multiple spells on allowance
- all others.

Educational attainment

This factor refers to a job seeker's highest level of education (completed in Australia or overseas). The link between education and employment is well documented in economic literature. Research undertaken by the department has also shown that the lower the level of educational attainment, the higher the job seeker's labour market disadvantage.

The categorisation of a job seeker under this factor is derived from the job seeker's JSCI responses.

The categories under this factor are:

- degree or postgraduate qualification
- year 12/13
- trade qualification or a diploma
- non-trade vocational education
- year 10 or 11
- year 9 or below



- special school/ support unit in school
- did not go to school.

Vocational Qualifications

This factor assesses job seekers' vocational qualifications and whether those qualifications can be used in the labour market (i.e. whether they are work-related or not and whether they are still useful). It also considers qualifications that qualify a job seeker to work in a specific occupation.

The purpose of this factor is to take into account recognised work-related qualifications that offer an advantage to a job seeker in obtaining employment. Work-related qualifications include:

- educational qualifications that have a vocational orientation
- trade qualifications required for particular occupations (e.g. plumbing and electrical trade certificates)
- non-educational qualifications required for particular occupations (e.g. special licences for driving a bus, forklift or truck) or tickets (such as seaman's ticket and other technical qualifications).

Short courses are only considered to be work-related if they are formally accredited or generally recognised by employers and they constitute the basic prerequisites for entry to a particular occupation (for example, Responsible Service of Alcohol Certificate).

This factor also acknowledges the circumstances of job seekers who may have a vocational qualification they cannot use (e.g. their qualification is not recognised or is outdated or has been suspended/terminated).

The categorisation of a job seeker under this factor is derived from the job seeker's JSCI responses.

The categories under this factor are:

- useful vocational qualifications
- not useful vocational qualifications
- no further qualifications.

English Proficiency

This factor reflects the relative disadvantage for job seekers in the labour market due to low levels of English proficiency. Job seekers who have good English proficiency are considered to have less relative disadvantage in the labour market than those who have mixed or poor English proficiency. Job seekers who disclose low levels of English proficiency may be referred to the Skills for Education and Employment (SEE) Program or the Adult Migrant English Program (AMEP).

The categorisation of a job seeker under this factor is derived from the job seeker's JSCI responses.

The categories under this factor are:

- good English proficiency level
- mixed English proficiency level
- poor English proficiency level.

Country of Birth

People migrating to Australia may face many difficulties in the Australian labour market, including:

- lack of knowledge about, and attachment to, the Australian labour market
- lack of networks or contacts within the Australian labour market
- cultural differences between the job seeker's country of birth and Australia that could be negatively viewed by prospective employers.

This factor takes into account job seekers' labour market disadvantages due to being born overseas and the language they first spoke as a child. Within the Country of Birth factor is the 'First Language Spoken as a



Child' sub-factor. The first languages spoken by job seekers are grouped into several categories based on the different experiences of migrants from different countries in the Australian labour market.

Note that Aboriginal and Torres Strait Islander job seekers who first spoke an Aboriginal or Torres Strait Islander language as a child are not categorised in the First Language Spoken sub-factor under this factor but under the Indigenous Status factor.

The categorisation of a job seeker under this factor is based on administrative data provided by the job seeker to DHS or derived from the job seeker's JSCI responses.

The categories under this factor are:

Country component

- Low disadvantaged countries
- Medium disadvantaged countries
- High disadvantaged countries
- Very high disadvantaged countries

Language component

- Arabic and other Middle Eastern languages
- Horn of Africa languages
- Aboriginal and Torres Strait Islander languages
- English and other languages
- Chinese and Indochinese
- Balkan languages
- Persian, Kurdish, Pushtu
- Russian
- Indian sub-continental
- Korean and Japanese
- Indonesian and Malayan
- Miscellaneous⁶³.

Indigenous Status

Indigenous disadvantage in the labour market has been well documented in literature, and the Australian Government's Closing the Gap initiative is a response to addressing Indigenous disadvantages in a number of fields, including employment. The purpose of this factor is to take into account Indigenous disadvantages not accounted for by other factors in the JSCI that are related to a number of Indigenous-specific issues, including standards of health, cultural requirements, cross-cultural norms and language first spoken as a child.

The categorisation of a job seeker under this factor is derived from the job seeker's JSCI responses.

The categories under this factor are:

- identifies as Indigenous
- does not identify as Indigenous
- declined to answer.

Indigenous Location

⁶³ This category consists of the languages that could not be grouped generically and/or for which a statistically significant result could not be obtained as an individual language. This group excludes those languages that are in the "English and other languages" category.



Many Indigenous job seekers live in rural and remote locations, which contributes to their disadvantages in the labour market. These disadvantages arise because of:

- not being in close contact with the regular labour market
- the social dynamics of a small community where anonymity is not possible, and most residents know a lot about other residents. In these circumstances, individuals in small rural and remote communities can be viewed negatively because of their family and group association rather than be judged on the basis of their merits and skills
- varying cultural requirements, which may result in Indigenous people living in traditional or semi-traditional arrangements or in recognised communities attached to traditional land rather than in urban centres.

This factor takes into account disadvantages faced by Indigenous job seekers due to living in rural and remote locations, including selected metropolitan and provincial-city locations.

For this factor, Indigenous job seekers are categorised into several groups of Employment Regions through statistical modelling based on the home address provided. An Employment Region is defined as a geographical area defined for the purpose of provision of employment assistance to job seekers.

Information under the Indigenous Location factor is based on the home address details provided by the job seeker to DHS.

The categories under this factor are:

- very low disadvantaged Employment Region
- low disadvantaged Employment Region
- medium disadvantaged Employment Region
- high disadvantaged Employment Region
- very high disadvantaged Employment Region.

Geographic Location

This factor reflects the relative labour market disadvantage associated with living in a particular location (i.e. Employment Region). The condition of the local economy has a key influence on the probability of a job seeker finding employment.

Job seekers are categorised into several groups of employment regions for this factor based on the home address details provided.

The categories under this factor are:

- very low disadvantaged Employment Region
- low disadvantaged Employment Region
- low to moderate disadvantaged Employment Region
- moderate disadvantaged Employment Region
- moderate to high disadvantaged Employment Region
- high disadvantaged Employment Region
- very high disadvantaged Employment Region
- extreme disadvantaged Employment Region

Note that Indigenous job seekers are also considered for this factor in addition to the Indigenous Location factor.

Proximity to a Labour Market

This factor recognises the difficulties faced by geographically isolated job seekers. The categorisation of a job seeker under this factor is based on the postcode from the home address details provided by the job seeker to DHS.



The categories under this factor are:

- metropolitan or inner regional
- outer regional, remote, very remote area or with migratory living arrangements.

Access to Transport

This factor recognises that a job seeker's chances of finding employment are directly related to their ability to access the labour market by having access to transport. The categorisation of a job seeker under this factor is based on JSCI responses provided by the job seeker.

The categories under this factor are:

- own transport
- other private transport
- public transport
- no transport.

Contactability

Statistical analysis by the department has shown that a job seeker's chances of finding employment are influenced by their ability to make contact with, and be contacted by, potential employers and employment services providers.

Job seekers are considered to be contactable by phone if they have either a home phone in their name, in someone else's name or at their place of residence (including a phone with a silent or unlisted number) or a mobile telephone.

The categorisation of a job seeker under this factor is determined by administrative data provided by the job seeker to DHS.

The categories under this factor are:

- contactable by phone
- not contactable by phone.

Disability/Medical Conditions

This factor takes into account the relative labour market disadvantage of job seekers who have a disability or medical condition⁶⁴ that includes injuries; health conditions; intellectual, mental, sensory or physical disabilities; and addictions.

The categorisation of a job seeker under this factor is determined by the job seeker's responses to the work capacity part of the JSCI questionnaire, supplemented where relevant by information contained in the ESAt or Job Capacity Assessment (JCA) report (for Disability Support Pension claimants or recipients). If the job seeker undergoes an ESAt or JCA, their JSCI is automatically updated with any permanent disability/medical conditions, their assessed work capacity and the number of support requirements.

The categories under this factor are:

Disability/Medical Condition component

- no disability/medical condition
- has one disability/medical condition
- has multiple disabilities/medical conditions
- declined to answer.

Work Capacity component (ESAt- or JCA-derived)

- 23–29 hours per week work capacity
- 15–22 hours per week work capacity

⁶⁴ Except temporary illness or those of short-term nature less than three months.



- <15 hours per week work capacity
- <8 hours per week work capacity.

Where an ESAt or JCA has been conducted and the job seeker's Work Capacity is assessed as less than 30 hours per week, the Work Capacity component will override the Disability/Medical Condition component; that is, no points will be awarded for the Disability/Medical Condition component.

Stability of Residence

The purpose of this factor is to take into account the relative disadvantage that job seekers without stable accommodation face compared with those living in stable accommodation.

For the purposes of the JSCI:

- Stable accommodation is defined as having a reasonably fixed, regular and adequate place to stay. It includes rented or owner-occupied accommodation, which may be a house, flat or caravan.
- Secondary homelessness is defined as staying in a refuge; staying in emergency, transitional or support accommodation; staying in a hostel, boarding house or rooming house; staying in a hotel; short stays in a caravan park; temporarily staying with friends (or couch-surfing); or moving more than three times in the previous 12 months.
- Primary homelessness is defined as staying in a squat, sleeping out or having nowhere to stay.

The categorisation of a job seeker under this factor is based on the job seeker's JSCI responses.

The categories under this factor are:

- stable residence
- secondary unstable residence
- primary unstable residence.

Living Circumstances

Living circumstances can influence a job seeker's ability to find a job. ABS data, for example, shows that lone parents have a higher unemployment rate than partnered parents, and that the unemployment rate is also higher for parents who have younger children.

Most of the labour market disadvantages experienced by parents, both lone and partnered, are likely to be captured by other factors such as Work Experience. However, there is also a disadvantage which is attributable to different attitudes to work and the caring responsibilities experienced by parents, and this disadvantage is captured in this factor.

This factor also recognises the disadvantage faced by job seekers who are the primary carer for an adult. Modelling work by the department has shown that job seekers who provided care to an adult person in the family experience some disadvantages in addition to those captured by the Work Experience factor. A new 'Carers of Adult Persons' sub-factor has been introduced from 1 July 2015. The information is derived from administrative data provided by the job seeker to DHS.

The categorisation of a job seeker under this factor is based on the job seeker's JSCI responses.

The categories under this factor are:

- lives with spouse or partner
- lives with non-family members
- lives alone
- partnered parent with youngest child <6 years old
- partnered parent with youngest child 6–15 years old
- lone parent with youngest child <6 years old
- lone parent with youngest child 6–15 years old
- carer for an adult person >15 years old
- other living conditions.



Ex-offender Status

A criminal conviction can be a significant barrier to employment. Job seekers with a criminal record may get excluded in the screening process by many employers, or they may find it difficult to compete for a job because of outdated skills or a lack of recent work experience.

The categorisation of a job seeker under this factor is based on the job seeker's JSCI responses.

The categories under this factor are:

- not an ex-offender
- decline to answer
- non-custodial sentence
- sentenced one fortnight or less
- sentenced more than one fortnight.

Personal Factors

The purpose of this factor is to identify any personal or other factors⁶⁵ that have not been accounted for by other JSCI factors and may require further assessment to determine their impact on a job seeker's ability to work, obtain work or to look for work. Further assessment may include referral for an ESAt or referral to DHS.

The categorisation of a job seeker under this factor is based on the job seeker's JSCI responses. Where an ESAt or JCA report exists, categorisation of a job seeker under this factor is determined from information contained in the ESAt or JCA report.

The categories under this factor are:

JSCI derived component

- anger issues/temper/violence
- caring responsibilities
- domestic violence
- drug treatment programme.

ESAt/JCA derived component

- no impact
- low impact
- medium impact
- high impact.

⁶⁵ Such factors include some personal circumstances or certain medical conditions.



Appendix J: Detailed tables/charts/data

1. Job seeker journey

The survey asked respondents to identify what stage of the CDP journey they were at at the time of the interview. Of the 925 respondents who answered, 27% were on income support and 27% stated they were working for an employer, in an activity (22%) or working at a hosted placement or project (9%) (Figure App 9). The remaining respondents said they were on no income support (11%), doing their job plan (3%) or were on CDP at the initial stage of meeting the provider (<1%). The initial stages of meeting the CDP Provider and doing the job plan are short, therefore it should be expected that not many survey respondents would be at that stage at any one time.

Age and gender patterns reflected expected life stages for the CDP journey. Females were more likely to be on income support (32%) than males (22%). Males were more likely to be in an activity (29%) than females (16%).

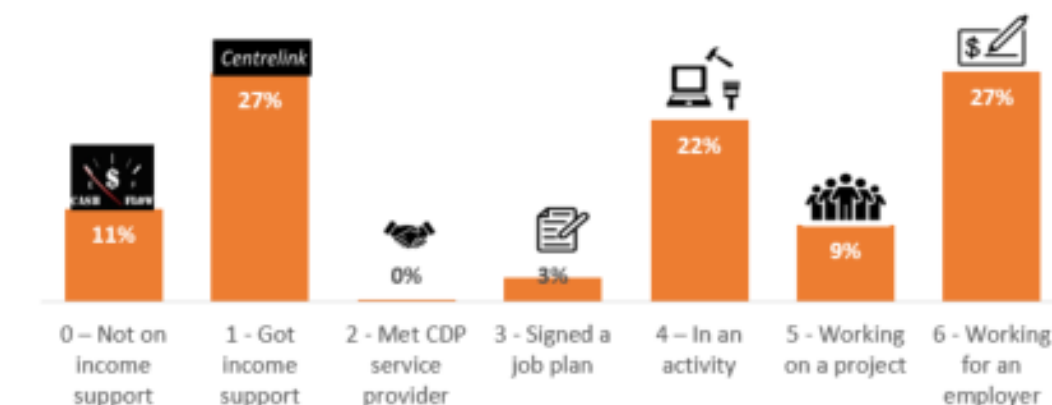


Figure App 9 Current stage of the CDP journey

Source: Q5A. This is what other people have said is the CDP journey. Please indicate on the chart what stage you are at right now.

Base: n=925; total n=936; 11 missing

All 925 survey respondents who stated their stage in the CDP journey were asked to indicate how they felt at each stage of their journey up until the stage they are currently at, even if they are now working for an employer. Of the 201 respondents who were involved in a CDP activity, a third (33%) were feeling good and one-fifth were feeling neutral (20%). Respondents aged 25–34 years were more likely to be working on a project (14%), those aged 35–44 were more likely to be employed (37%), and older respondents aged 55–64 years were more likely to be on income support (37%).

Some respondents have not been in every stage, so the base number of respondents is different for each stage. Understandably, most people did not feel good (30%) when they were not on income support and not

working, and almost half felt good (40%) when they got on income support. The engagement stage where they met the CDP Provider and signed a job plan was neutral for about a quarter to a third of respondents, and a quarter feel good. Feelings tend to improve along the CDP journey, with more people feeling good than sad or neutral at the final stages as they move from being in an activity (33%) to job placement or job experience (working on a project) (23%) to working for an employer (89%) (Figure App 10).

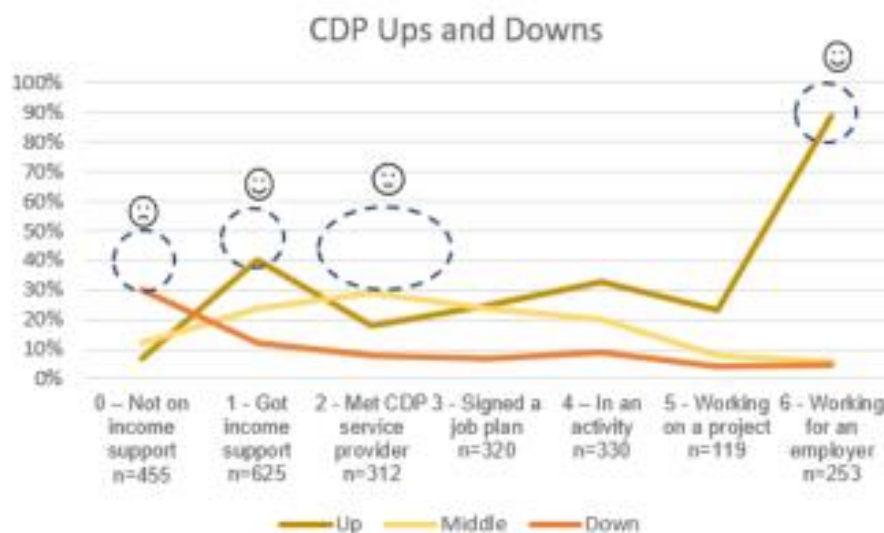


Figure App 10 Feelings along the CDP journey

Source: Q5B. Life has its ups and downs. Please indicate if you were up or down at each stage of the CDP Journey.

Base: n=928; 8 missing (Total=936) Base for each stage varies as respondents only answer if been at that stage.

2. Work factors

The survey respondents said that working mean earning money (54%), which was primarily for supporting their family (27%). Survey respondents also felt that working meant keeping active (15%) and that it provided a routine and structure to their daily lives and responsibility (12%). A lot of comments stressed that working was self-determination (12%). People also wanted recognition for being a worker and were proud of working (6%) or being a role model (4%). Survey respondents also felt that working was a full day's work (3%) (Figure App 11).

"Having employment, income, better stability, better quality of life and opportunities to do more other things." Community Member

"You become independent, you look forward to everyday, you're financially stable and you show other people that you can apply and win positions. You got something to do Monday to Friday."

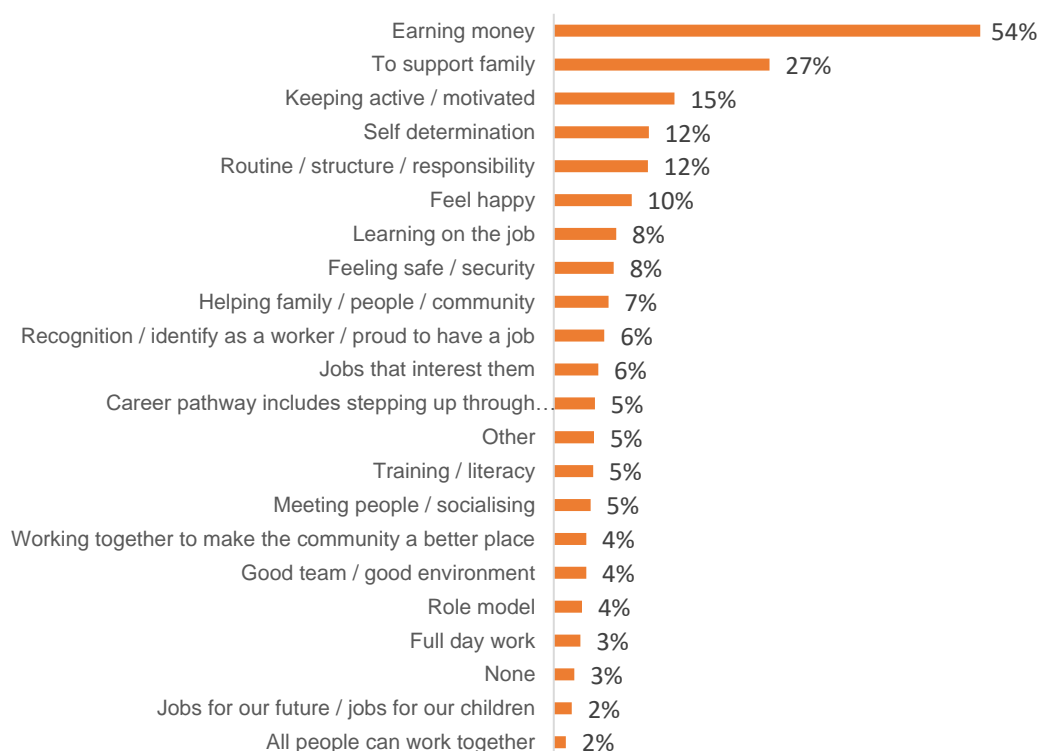
Community Member

“Working to me means being able to support myself, my family, and being self-sufficient and having pride in myself for achieving something. I'd love to sit at home all day, sleep in late, but working gives me somewhere to go every day and use my skills to benefit others. That's the reason I went through school, because I knew that being Aboriginal was the first barrier I faced, but being educated got me in the door. I have three children and my two boys are employed full time, and I'm very proud of them. I raised them and worked while they went to school. It's the way your parents raise you that instil a sense of work ethic in you that you carry through life.” Community Member

Survey respondents associated working with feeling happy (10%) and said they feel safe and secure (8%) if they are working. Learning on the job (8%), or having a job that interests them (6%), increasing their training or literacy (5%) with a career or pathway to keep improving (5%) were other thoughts survey respondents had about working.

“It means security for me and my people. If I can become employed as a tourism owned and operated, I could become focused on training and empowering others to do the same. I am better off financially and I am happy with my workplace. It would give me the incentives to make better life choices.” Community Member

Some said work meant helping others (7%), helping the community to be a better place (4%) or all people working together (2%). Working was said to be an opportunity to socialise (5%) when there was a good team environment (4%). Survey participants aged 25–34 years (22%) more likely to mention that working means to support family than younger survey participants aged 15–24 years (5%).



Source: Q2. Can you describe/tell me what “working” means to you?

Base: n=924, 12 missing; total responses n = 1926

Figure App 11 Definition of working



Survey respondents defined a real job as something that suits/interests them (15%), something that is a salary, not welfare benefits (13%), involves working with others (13%), where they have a good or fair boss (13%) and it makes them happy (11%). They also felt a good job was one that included training to keep them improving skills (10%), or pathways to step up through a career (4%) and that education was the key to a real job (3%) (Figure App 11).

“Has to have good hours, good stability, for example, working environment, good conditions. Decent money. Something I am passionate about career-wise, be able to boost up my ability, something challenging. Helping others, especially in sticky situations.” Community Member

“A good/real job is where you start at the bottom to experience basic work ethics. Once this is achieved, promotion could be offered with a raise in pay. Good and real jobs should entail ongoing training.” Community Member

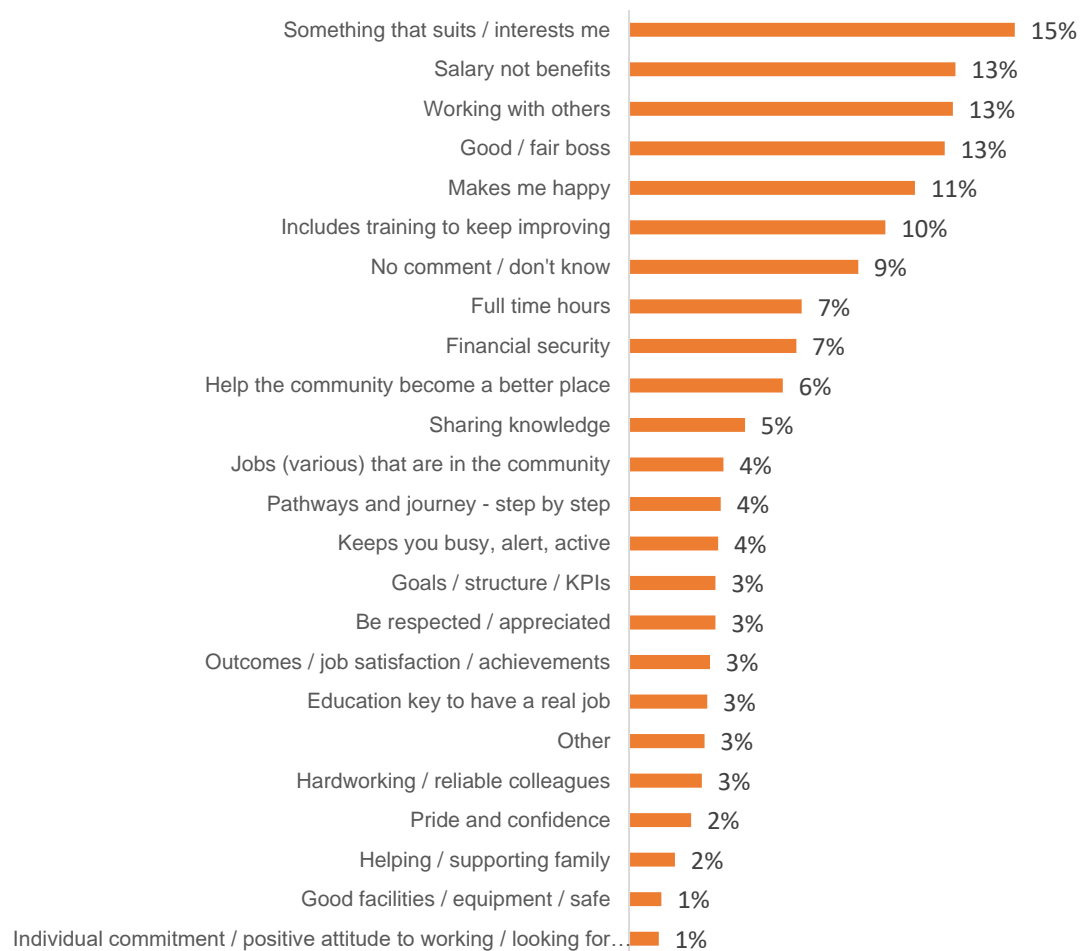
General comments about full-time hours (7%), financial security (7%) and good facilities and equipment (1%) were important for a good job. Some respondents had no comment, did not know or had never had a job (9%), while some stated that jobs in the community (4%) are good.

“Talking and helping people. Keeping the community strong. Getting more money. I think police work is a good job because I’m learning things with this job.” Community Member

Other thoughts about what makes a good job is that it helps to make the community a better place (6%) and shares knowledge (5%). A good job keeps you active and busy (4%), has goals and key performance indicators so you know how you are going (3%) or outcomes where you get satisfaction seeing your achievements (3%).

Survey respondents said they wanted to be respected and appreciated in their job (3%), have hard working colleagues they respect (3%) and be proud and build their confidence (2%).





Source: Q3. What makes a job a good/real one?
Base: n=935; 1 missing; total responses n = 1584

Figure App 12 Definition of a real job

