

POSITIONS VACANT?

WHEN THE JOBS AREN'T THERE

State of the Family Report 2016



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Positions Vacant? When the jobs aren't there is Anglicare Australia's 16th State of the Family report, first published October 2016.

It features work from Anglicare network members across the country and draws from *Jobs Availability Snapshot*, research commissioned from social researcher Michelle Waterford and published on the Anglicare Australia website.

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Anglicare Australia is a national network of locally grown, governed and managed, faith-based social service agencies. We are in it for the long term: committed to advocacy based on experience and to working in partnership with local communities and individuals, parishes and other agencies.

The 36 Anglicare Australia member agencies have a combined annual expenditure of over a billion dollars. They provide assistance to families, young people, the aged, the unemployed, and to vulnerable and homeless Australians and work with Indigenous Australians to overcome disadvantage.

Anglicare Australia: local presence; national togetherness

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FOREWORD

This is Anglicare Australia's 16th State of the Family report.

These reports are a way for Anglicare Australia members to shine a light on the lived experience of the people who access Anglicare services around the country.

Around Australia, the job market is shifting and changing. What we can see from this collection of essays is that there are particular groups of people who are finding it increasingly hard to find work that meets their needs.

It's easy to say "get a job" to someone experiencing unemployment. But the stories contained within this report show we need a much more nuanced understanding of the systemic and individual barriers faced by disadvantaged job seekers.

Nationwide, members of the Anglicare Australia network work in partnership with job seekers and employers. We know how important it is to focus on the individual when addressing unemployment.

As the political debate turns to questions of how to get people into work, we share the stories and lessons within these pages. We have a significant opportunity to amplify the voices of people who are often left out of the debate about the future of work, and belonging, in Australia.

I hope that *Positions Vacant? When the jobs aren't there* strengthens our practice and our advocacy efforts.

Rt. Rev Dr Chris Jones
Chair
Anglicare Australia Council

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WHEN THE JOBS AREN'T THERE: EXPLORING THE LANDSCAPE

Sarah Jewell

Anglicare Australia's research and advocacy agenda seeks to highlight the experience of people who are 'doing it tough' and to identify the paths we can pursue to bring them into the heart of our society. Anglicare agencies work with people, families and communities around the country to address the conditions that lead to deprivation and disadvantage. The programs our members provide are as diverse as the communities we serve. From family services, youth programs, and aged care, through to emergency relief, housing, and employment services, our members support those who are in need, to transform Australia into a society where no one is left behind. The annual *State of the Family* report provides an opportunity to dive deeply into the lived experience of the people we work with, and to discover policy solutions that stem from understanding these experiences.

What is the measure of a good life in modern Australia? While every person in Australia will have unique aspirations of their own, for many of us, a good life depends on having an adequate income to meet our needs, safe and secure housing, meaningful work, high quality education, and access to health care. These factors are fundamental to people being able to exercise control over their own lives, and to ensuring the health, wellbeing and inclusion of individuals and their families in our community.

Anglicare Australia recognises that secure employment is a critical factor in how people meet their basic needs (housing, food and bills), work toward their life goals, and participate in society. Adequate income and secure work are vital contributors to pave the way out of poverty and disadvantage. Given the significance of the issue, the focus for this year's *State of the Family* is employment.

Employment was a key issue in the 2016 federal election, epitomised in the slogan “jobs and growth”. Unfortunately, slogans such as this perpetuate a myth that employment is a simple equation: one person plus one job equals long-term employment. But for people looking for their first job, for those who need support to re-enter the workforce, and for people whose positions have been made redundant due to industry disruption, it often seems the right jobs just aren’t there. In this report we unpick some of the complexities around employment and unemployment, addressing the real and pressing questions our members are facing every day in communities across Australia. Some of the questions we ask include: How can younger workers get their foot in the door? What should people do when the job market radically changes around them? How can the needs of employers and employees be met as people’s capacity to work ebbs and flows over a lifetime?

Debunking the myth

The public narrative around unemployment tends to focus on individual deficiencies. Too often, policy and politics rest on the easy, yet unhelpful, notion that people are excluded from the workforce through their own fault. Such narratives create an environment where government measures related to unemployment are focused on compliance rather than based on an understanding of the personal and systemic factors that have led to unemployment. This leaves job seekers vulnerable when governments are looking for ways to reduce their spending. It seems easier for governments to encourage people off income support payments by reducing payments and introducing waiting

Too often, policy and politics rest on the easy, yet unhelpful, notion that people are excluded from the workforce through their own fault.

periods than it is to work with job seekers and employers to create sustainable employment outcomes.

In view of these perceptions, Anglicare Australia commissioned a report earlier this year to examine the number of jobs being advertised across Australia, and the likelihood that disadvantaged job seekers (such as the long-term unemployed, or young people with limited work experience) will have access to these vacancies.

The *Jobs Availability Snapshot* by Michelle Waterford (2016) is a standalone research report, which we have published on the Anglicare Australia website alongside this edition of *State of the Family*. The report uses Australian Government employment data from June 2015 to May 2016 to look at the proportion of advertised job opportunities across Australia that are appropriate for people with limited skills, qualifications and experience. It asks two key questions: are there enough jobs? and what works to help people get and keep jobs?

The *Jobs Availability Snapshot* finds there are many more opportunities for people with professional skills, qualifications and extensive experience than there are for people with limited experience or qualifications. Although there has been growth in the number of job advertisements across all skill levels, the strongest growth has been in openings requiring diploma or degree qualifications and at least three to five years' experience. While jobs suitable for people with limited skills and experience are advertised, the *Jobs Availability Snapshot* finds job vacancies at the lowest skill levels have been in an overall decline since 2010.

The *Jobs Availability Snapshot* also finds that, at a national level, there are two job seekers per advertised position at a low skill level. As Waterford argues, these figures suggest that roughly half the job seekers complying with their government-mandated Job Plan will not find jobs and so are "structurally excluded from the labour market" (p. 7).

The picture is grimmer still when we look at the number of low-skilled vacancies at state and territory level. In Tasmania and South Australia, for example, the disparity between available low-skill positions and people

looking for work at that level is much higher, with over four job seekers per advertised low-skill vacancy in South Australia, and five in Tasmania.

One possible explanation for these figures may be that entry-level positions are frequently advertised in ways not captured by government data, such as advertisements in shop windows or word-of-mouth, but it also points to the job seeker catch-22: people need experience to get a job, but also need a job to get experience. Unless job seekers have some form of experience, such as an apprenticeship, internship, or short-term placement; job-hunting skills (a polished resume and interview manner); good social skills; or are already personally connected to someone in the workplace, they are very likely to be overlooked by potential employers.

The question for our sector then becomes how best we can work in partnership with people to help them build the skills necessary for the workplace, at the same time encouraging employers to provide opportunities for people who might otherwise be categorised as unsuitable.

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Life-first – taking a partnership approach

The evidence from our network and beyond demonstrates that there are significant, structural barriers to participation, but there are also ways to overcome them. Research across the Anglicare network (Goodwin-Smith and Hutchinson, 2014) has identified the value of acknowledging and incorporating the individual circumstances of disadvantaged job seekers, and of harnessing their job aspirations. Rather than taking a *work-first* approach to

The evidence from our network and beyond demonstrates that there are significant, structural barriers to participation, but there are also ways to overcome them.

unemployment, which focuses primarily on finding work and undertaking training or work-for-the-dole placements, the Anglicare network prefers a *life-first* approach. We acknowledge the considerable barriers unemployed people face in finding pathways into employment and we put in place multi-faceted interventions that build their skills and capacities to achieve the sustainable outcomes they seek. We understand that working with people who are disadvantaged in the employment market takes time and resources, as well as a genuine commitment to the aspirations and goals of individual job seekers. Above all, we recognise the person at the centre of workforce exclusion as someone with strengths and aspirations and we provide them with opportunities to develop the skills and knowledge they need to secure and maintain employment, and to use in other aspects of their lives.

A partnership approach is also helpful in developing successful working relationships with employers. Local partnerships between community organisations, education providers, and employers can develop the infrastructure required to ensure disadvantaged job seekers have ways into the job market and allow employers to build their capacity to support people who they may have otherwise overlooked. Benefits from these partnerships flow on not only to entry-level job seekers but also to experienced workers who need other types of support or flexibility.

The Anglicare Network prefers a life-first approach. We acknowledge the considerable barriers unemployed people face in finding pathways into employment ...

Building on our approach

The Turnbull Government's recently announced plan to use an *investment* approach to get young people working presents both an opportunity and a threat to *life-first* approaches. The opportunity lies in its acknowledgement that early intervention and early investment can make a significant difference in a person's situation, and that we should be using data and evaluation to understand what approaches work. If, however, the public narrative remains focused on the size of the welfare budget, rather than the provision of the most effective possible support for young job seekers, the Government's proposed approach poses a threat. It leaves programs that work with marginalised groups vulnerable to funding cuts and risks government investment and support for groups that need it the most.

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In this *State of the Family* report, we argue the need for a responsive social security net that recognises and addresses individual and systemic reasons for unemployment. We present approaches that are holistic and that put people and their lives first, and describe initiatives that seek to build lasting partnerships between job seekers, employers and their communities.

In this State of the Family report, we argue the need for a responsive social security net that recognises and addresses individual and systemic reasons for unemployment.

In the chapters that follow,

- Sally James, Farah Farouque and Diane Browne explain how local partnerships can provide opportunities for young people in youth unemployment hotspots.
- Paul McDonald argues that the biggest thing we can do to change the record of poor educational and employment outcomes for young people leaving state care is to extend the leaving care age from 18 to 21.
- Majon Williamson Kefu explains the difference it makes when post-prison release programs are built on personal connections and relationships, rather than compliance.
- Aaron Wyllie explores, from an employer's perspective, how training, mentoring and work placements can meet the needs of disadvantaged job seekers and aged care providers.
- Kate McGarry shares the South Australian experience of the demise of the car manufacturing industry, and points to affected communities' housing, education, healthcare and participation needs as key ingredients in economic development.
- Mark Glasson portrays the devastating impact the mining industry's boom and bust has had on people in Western Australia through several of their stories.
- David Law describes the benefit of embedding mental health support within disability employment services.
- Lindsey Moffatt argues that we need to put wellbeing, independence and participation at the centre, when working with people whose mental health conditions mean their ability to work may ebb and flow over their lifetime.

Our contributors' stories show what is possible when communities create solutions to unemployment that are targeted to a specific population

group or geographic location. They show that we need a mix of solutions that generate jobs sustainably, and space for conversations with employers and job seekers about their expectations and aspirations as well as the practical skills, experience and attributes they need to obtain and maintain a job. These initiatives alone may not solve the national jobs shortage, but they can empower communities to ensure that their needs are front and centre.

This year's *State of the Family* report is about how we can help people obtain the benefits of employment, such as participation, identity, and self-determination, without reverting to the negative stereotypes that tell the unemployed that it's all their fault or that helping them costs too much. If we are to maintain a robust and inclusive society, secure work and life opportunities are essential for everyone, especially for those of us who are most at risk of social and economic exclusion.

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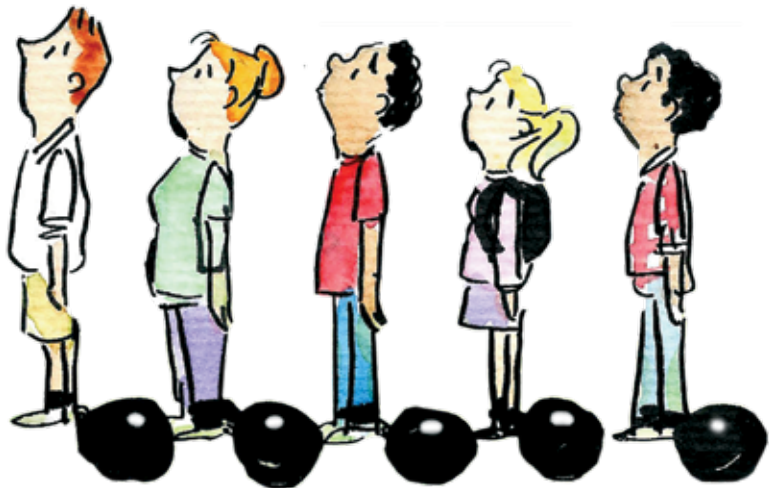
Sarah Jewell, Anglicare Australia

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I MAY NOT HAVE HAD A JOB BUT I'VE HAD LOADS OF EXPERIENCE APPLYING FOR THEM..



YOUNG AND UNEMPLOYED IN AUSTRALIA

Sally James, Farah Farouque and Diane Browne present the Brotherhood of St Laurence's Transition to Work model as a practical solution to the seemingly intractable problem of young job seekers acquiring work experience. They re-think common approaches to the issue of youth unemployment and suggest viable, community-based solutions.

"You need experience to get a job – and you need a job to get experience." One of the practical challenges of being young and without work in Australia is summed up by this conundrum. The speaker was Troy, a 19-year-old school leaver. In 2014, despite having done training in hospitality, he found himself unemployed.

Although it was far from his comfort zone, the shy teenager from Melbourne's western suburbs agreed to become the voice of the Brotherhood of St Laurence's campaign for youth employment. Since he helped us launch our advocacy push by speaking to the media at Parliament House, Canberra, in February 2014, Troy has found his happy beginning: an entry-level job in office administration. But a happy beginning in the world of work still eludes far too many young people in Australia, and our campaign continues.

As we move to a knowledge and service-based economy, employers demand more education and skills from all workers, and low-skilled entry-level opportunities for young people are declining in numbers. Areas of job growth, such as aged care and childcare, now have requirements for formal credentials. The demands of this rapidly transitioning economy are proving particularly challenging for the 20 percent of young people who leave school without year 12 qualifications. Youth unemployment,

which is around 12 percent nationally, now sits at double the overall unemployment rate. While this shows some improvement on the highs of around 14 percent seen two years ago, the rate has not recovered to the pre-Global Financial Crisis level of below nine percent.

Early experiences of unemployment can have debilitating and lasting consequences for young job seekers, which include ongoing poverty, poor health and exclusion from mainstream economic, civic and social life (Brotherhood of St Laurence, 2014). With more than a quarter of a million 15 to 24-year-olds currently unemployed, we are faced with both a generational and a broad societal challenge that demands high policy priority. Otherwise, we waste the productive potential that these young people offer to an ageing nation that desperately needs it.

Hotspots for youth unemployment

Like other pressing challenges around poverty and disadvantage in Australia, youth unemployment has a strong geographic dimension as it occurs more intensely in some locations than in others. In the Brotherhood of St Laurence's analysis of the Australian Bureau of Statistics (ABS) labour force survey data (Youth Unemployment Monitor, March 2016), we identified 'hotspots', i.e. the worst performing clusters for youth unemployment across the country. We found that rural and regional areas as well as areas at the outskirts of major cities were faring worst of all, some with rates of youth unemployment exceeding 20 percent.

These troubling trends for youth are part of a continuum of high unemployment across all age groups in these hotspots, which

Early experiences of unemployment can have debilitating and lasting consequences for young job seekers, which include ongoing poverty, poor health and exclusion from mainstream economic, civic and social life ...

reiterates the need to understand challenges on the ground in local labour markets when framing solutions.

Clearly, there is no easy solution to high youth unemployment and it cannot be simply explained away by where we are in the economic cycle. Rather, it needs sustained and well-targeted attention on multiple fronts: in schools, vocational training and universities, as well as through welfare assistance and labour market programs. Government policy and program responses to youth unemployment must equip young people with the capacity and skills needed to access the jobs of the future – not just the jobs of right now – and go hand in hand with labour market policies that ensure young people can access entry-level jobs.

Importantly, we must not forget that solutions to complex, social problems are not just found at the high policy table but are also resolved locally by tapping into the dynamic of local communities. Our 'hotspots' research reinforces an approach we have long advocated for in our youth employment programs: the development of localised responses that draw on the community's good will and resources. This approach includes forging connections with local employers, service and sporting clubs as well as finding and involving local mentors.

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Policy, collaboration and the value of localism

In this context, the Youth Employment Strategy announced in the 2015-16 Federal Budget represents a welcome shift from top-down, bureaucratic solutions to addressing youth unemployment. A marked reversal from the 2014-15 Budget and its focus on the total withdrawal of income support, this shift suggests that policymakers are awakening to the need for investment in the skills and experience of young, unemployed people, and also recognising the value of locally-based solutions: a need the Brotherhood of St Laurence have long recognised and worked to address.

The Transition to Work (TTW) program, targeted at 15 to 21-year-olds and formulated with input from the Brotherhood of St Laurence, offers

young people what they most need to move into work: opportunities to develop personal, social and practical employability skills, and to gain workplace experience. With this program, we have taken the opportunity to work in a different way: to collaborate with local community agencies rather than to compete against them, to collectively test, improve and demonstrate a model that moves young unemployed people into sustainable employment pathways.

Happily, there was an appetite for this approach, and the TTW Community of Practice – a network of like-minded organisations – was born this year. It brings together 10 providers and their partners to deliver the program in 12 regions across the country, allowing for a consistent service model that is also flexible and responsive to local contexts.

This ongoing work will be informed by a program evaluation undertaken by the Brotherhood of St Laurence with the University of Melbourne. Through the evaluation, the TTW Community of Practice will document 'what works' in assisting young people into work.

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Service 'Offers'

At its heart, our TTW model combines necessary personal, social and practical skills with access to practical opportunities for young people to explore the world of work, build networks and social capital and gain the work experience employers value. We deliver these activities and opportunities through four service offerings: vocational guidance, co-designed planning, skills and capabilities building and real-world opportunities.

Vocational guidance is essential for all young people, and particularly for those grappling with disadvantage. Providing exposure to and information about a wide range of industries and careers, as well as information about their education and training requirements, enables young people to develop their aspirations and work out what they want to be and do.

Young people need support to identify their career goals, and to take steps to achieve them. We work with them to design their career

plans, recognising their capacity to choose a pathway while also coaching them to develop realistic plans and matching these with their interests, skills and abilities. Enabling young people to develop their own personal visions and goals provides them with agency and self-direction in shaping their future careers, and leads to a deeper and more sustained engagement in education, training and employment (Adridge and Tuckett, 2011).

A key part of our model involves offering learning opportunities grounded in personal experience. This helps program participants explore a range of workplaces and meet employers and industry experts so they can be armed with local knowledge to navigate employment and education systems.

In addition to opportunities, networks and resources, young people need key skills and capabilities so they can take full advantage of opportunities to participate in education, to engage positively with the broader community and to make a smooth transition to adulthood. This is a particular challenge for those groups of young people most at risk of disconnection from education, training and work.

Our model focuses on the development of critical personal, social and transferable capabilities relevant to all jobs, as well as on opportunities to build specific, technical skills and qualifications. We know that employers continually rank these capabilities, along with foundational

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or functional expertise in language, literacy, numeracy and information and communication technology, as equally, if not more, important than technical skills and qualifications (Baltes et al, 2012; Anderson et al 2010; Sodha and Margo, 2010).

A critical aspect of moving young people into work is practical opportunities—through work ‘tasters’ and work experience stints – that increase their exposure to the work environment. Through these opportunities young people can learn about workplaces and vocations, test their work-readiness within a supportive environment in areas relevant to their career goals, receive genuine feedback and build networks and connections with employers, enabling them to acquire their own ‘address book’ of professional relationships.

A new philosophical approach

The delivery of our TTW model is underpinned by a philosophical approach that draws from the idea of ‘harnessing community effort’ and by what is known as *Advantaged Thinking*, adopted from the United Kingdom Foyer movement.

Harnessing community effort is a way of working together with government and business sectors, community organisations, the philanthropy sector and education providers to deliver our program effectively and to achieve successful outcomes.

At a local level, we value and emphasise the expertise, knowledge, contributions and existing work of the community and seek to build on, rather than duplicate, community assets.

By working in this way, we aim to foster a sense of community ownership over the issue of local youth unemployment and to develop community agency and accountability in how the issue is addressed.

By working in this way, we aim to foster a sense of community ownership over the issue of local youth unemployment and to develop community agency and accountability in how the issue is addressed. Many agencies working with young people or vulnerable groups seek to use community-led approaches. The TTW model, however, presents a purpose-built framework that works to harness the expertise and resources of the community. This includes the formation of a Community Investment Committee with external representatives, including key employers, to spearhead the effort and link it to the economic strategy of local government.

Furthermore, we seek to promote a shift in the way the community values young people; from passive service recipients to valuable, contributing members of the community. Such a shift is mutually beneficial. By mobilising community resources, we build sustainable employment pathways for young people through local networks and support, thus increasing young people's participation in and engagement with their communities. Vitally, the goal we aim for is that our program is delivered in partnership *with* the community rather than to the community in a top-down fashion.

How *Advantaged Thinking* makes a difference

The welfare sector in Australia has tended to focus on identifying the problems faced by young people experiencing disadvantage, and developing, in response, a suite of policies and practices to address or manage 'problems'. There is, however, an emerging push to change the way we think about and respond to young people experiencing disadvantage and exclusion (Mallet et al, 2014).

In the TTW model, we assertively use the concept of *Advantaged Thinking* to guide the way we work with young people. This concept moves away from deficit, disadvantaged or problem-focused thinking, towards advantaged thinking and acting. It challenges us to re-think how we see and refer to young people, the activities and approaches we adopt when working with them, and the ways we develop support

through diverse groups and services to enable young people to reach their potential. It also fosters a culture of high expectations for our young participants and introduces a system of mutual accountability and respect.

Advantaged Thinking has helped us focus on jointly creating solutions – real jobs, real education and real community connections – solutions that work for the mutual benefit of young people and their communities. We also believe the Brotherhood of St Laurence’s approach allows young people like Troy to go well beyond their comfort zones, broadening their horizons and showing them they can be more and do more.

PostScript: After two years in his administration role, and with new confidence, Troy set off this year for a solo, working holiday in Canada. He is employed in a hotel and living in the Rocky Mountains.

Farah Farouque, Sally James and Diane Browne, Brotherhood of St Laurence

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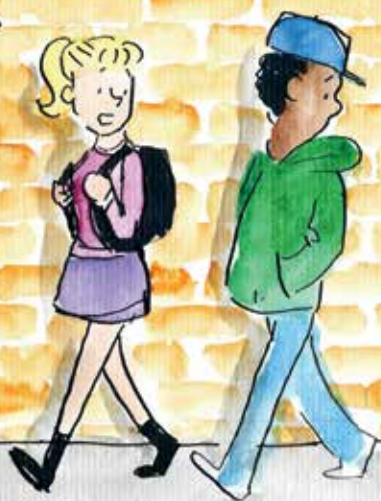
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JOBS & GROWTH

IT HASN'T BEEN GREAT FOR JOBS, BUT WE'VE SURE SEEN SOME GROWTH.



Katawba.

ENTERING THE WORKFORCE: A BETTER DEAL FOR YOUNG PEOPLE IN OUT-OF-HOME CARE

The Chief Executive Officer of Anglicare Victoria, Paul McDonald explores an often overlooked matter within youth unemployment: the early age at which out-of-home state care is terminated, and the dire consequences this brings about to an already disadvantaged group.

In parts of Australia, the youth unemployment rate is currently edging 18 percent. This reality is feeding into society's dysfunction and impacting on young people's relationships, their self-esteem and on parental modelling. With one job vacancy for every five job seekers (The Conversation, 2014), the number of young people who are unemployed and require support from government or agencies like Anglicare Victoria is both alarming and distressing. Yet, to date, the Australian Government has failed to take any effective action on youth unemployment.

In its 2014 report on Australia's changing workforce, the National Centre for Social and Economic Modelling reminds us of the challenges that young people face, with job seekers under 20 being four and a half times more likely to be unemployed than older Australians (NATSEM, 2014). It doesn't get easier with a degree as, for example, those in their 20s who hold degree qualifications are represented at double the rate of any other age group working in hospitality and sales.

While it may prove popular for governments to announce big infrastructure developments like a train or a tunnel, we need to see equivalent strategic measures and financial commitments to the 10,000 Victorian year nine and

10 students from 2013 who did not re-enrol in school (The Age, 2014), the increasing numbers of young people who are finding themselves homeless, or the 27 percent unemployment rate of 15 to 19-year-olds (NATSEM, 2014).

As state governments seem unable to improve these figures on their own, it is clear the Federal Government needs to do more. The provision of targeted, economic and structural incentives to the states would strengthen the way both levels of government function, and Australian society would benefit from better outcomes in terms of education and job prospects. Such outcomes would, in turn, allow for a lesser burden on government income support, and, more importantly, for a richer, more fulfilling life for this large, marginalised group within our community.

While unemployment affects young people in general, those coming out of the out-of-home care system are especially vulnerable, as the chances of employment are even slimmer for them. Nationally, over 44,000 children are in out-of-home care and each year an estimated 3,000 young people are required to leave care as they turn 18 (Australian Institute of Health and Welfare, 2015). Moreover, 50 percent of those who are terminated from state care at 18 years will be either homeless, unemployed, a new parent or in a correctional facility within their first year out of care (Raman et al., 2005). Swinburne University's 2015 national study of 400 homeless young people found that 63 percent had recently left the out-of-home care system. Although the average age of a young person leaving their family home in Australia is 24 years, state care is terminated at the age of 18 (Swinburne University of Technology, 2015). The contrast is stark.

While finding stable employment proves a hard enough task for young people living at home, the situation for a young person leaving care by the time they turn 18 is close to impossible. For homeless kids, who often have no phone, permanent address, appropriate clothes or resumes, job hunting can prove futile and frustrating.

This reality has been observed both in Australia and internationally. In their 2014 *Survival of the Fittest* report, the United Kingdom Centre for Social Justice found that many young adults who had left the care system

struggled to reach the same levels of educational attainment as their peers. UK data also shows that in 2011, 40 percent of the general population was in higher education compared with only six percent of care leavers (Stein, 2012). Recently, the mounting social and economic costs associated with exiting those in 'state care' led the UK Government to reform its care system legislation via the *Staying Put* program, in order to allow young people to remain in their foster care placements until the age of 21 (Dixon and Baker, 2012). Program trials found that 55 percent of those who had "stayed put" were enrolled in full-time education, compared to 22 percent of those who had exited care at the age of 18 (O'Connell et al., 2009). As such, these individuals are likely to earn lower wages, rely more heavily on welfare payments and accumulate lower levels of wealth over the course of their lives. Educational engagement creates pathways to employment, likewise, measures that strengthen the education of young people in care will in turn lead to better employment outcomes.

In the USA, care is the responsibility of the state governments; however, there is a strong federal government influence on child welfare policies and funding. There is significant recognition across the USA that terminating state care at 18 years leads to poor outcomes, which has given way to more than 20 states extending state care through to the age of 21, with new states joining the reform regularly. In both the UK and the USA outcomes from these changes have been outstandingly positive, halving youth homelessness rates and doubling tertiary education participation.

Educational engagement creates pathways to employment, likewise, measures that strengthen the education of young people in care will in turn lead to better employment outcomes.

The progress across these domains that follow on from continuing care until 21 will undoubtedly contribute to and drive better employment outcomes for care leavers. The evaluations of the UK and USA extended care programs (outlined above) show a link between raising the leaving care age and young people reaching their employment goals. In California, young people can optionally extend care until 21 if they are engaged in education, training or employment. A study evaluating extended care in San Bernardino found that there was a sizable increase in the amount of young people working 80 hours or more per month in young people who had been in extended care for two or more years (Deloitte Access Economics, 2016).

At Anglicare Victoria, we have established the Home Stretch campaign to call on our governments to allow the option for a young person leaving care to continue their placement until the age of 21.

At Anglicare Victoria, we have established the *Home Stretch* campaign to call on our governments to allow the option for a young person leaving care to continue their placement until the age of 21. To provide supporting evidence for the campaign, this year we commissioned the study *'Raising our children: Guiding young Victorians in care into adulthood'* (Deloitte Access Economics, 2016), in order to look at the costs and benefits of extending state care to 18 years. Along with the findings from the UK and the US, this analysis shows that it is not only socially but economically beneficial to extend care to 21 years, finding an average return across states and territories of \$2.13 per dollar invested in the reform, as well as halving the rates of homelessness from 39 percent to 19.5 percent; reducing hospitalisation rates and improving outcomes

across mental and physical health, intergenerational disadvantage and social cohesion (Deloitte Access Economics, 2016).

With the success of similar programs and initiatives, and the supporting findings from research studies, there is now a compelling argument for the extension of state care to cover early adulthood. Not only will this simple initiative contribute to a better educated and well-rounded young workforce, but it will also enable young people who live in out-of-home care to attain better long term outcomes personally and professionally, leading to a fairer and more evenly structured community.

Paul McDonald, Anglicare Victoria

Paul McDonald is the Chief Executive Officer of Anglicare Victoria. He has a Masters Degree in Social Work. He was a senior bureaucrat in Government for 10 years as the Executive Director of the Children, Youth and Family Division for DHS and the Victorian Director of Drugs Policy and Services for the Victorian Government, amongst others. He has led and managed major health and welfare agencies Youth Substance Abuse Service, the Council to Homeless Persons, and the Crossroads Salvation Army Program.

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THEY SAY YOU'VE GOT TO START WITH A STEP IN THE RIGHT DIRECTION..



KSTAWL

LIFE AND EMPLOYMENT FOR PEOPLE POST-RELEASE

There is more to rehabilitation than having a supervisor breathing down your back. Majon Williamson Kefu, a PhD candidate with the Batchelor Institute for Indigenous Tertiary Education, presents OutCARE Alice Springs' model as one way to deal with the problem of reoffending through active community involvement and assistance.

"...People look at me and they don't see that I am a worker, but me, I was working even before I got locked up. I worked all over Australia, even Tasmania before I got locked up."
(OutCARE Participant 1, 2016)

The lives and experiences of former inmates vary considerably, but they often share the challenge of finding and maintaining employment and accommodation after being released from prison, as well as of avoiding additional criminal activities and returning to prison. This chapter examines how the participants of the OutCARE program in Alice Springs are assisted to overcome these difficulties. It also explains why this program works and how it can improve people's experience post-release and reduce their rates of reoffending.

In Australia, the reality of our correctional system is that most of the people who are currently in prison will one day return to our community. As of March 2014, more than 12,000 offenders were on parole across Australia (ABS figures cited in Wan, Poynton, van Doorn & Weatherburn, 2014). It is essential, therefore, that we understand the experiences and difficulties of this section of the population, and are able to design and deliver community-based programs that meet these people's needs and reduce their reoffending.

A picture of incarceration in Australia

Aboriginal people are disproportionately represented in the Australian correctional system, with 84 percent of adults in prison identifying as Aboriginal (ABS, 2015). Furthermore, the Northern Territory (NT) has a higher per capita incarceration rate for Aboriginal people than any other state or territory and this disparity has grown in recent years: it increased to approximately 885 people in prison per 100,000 adults in the population in 2015, compared with just under 500 people in prison per 100,000 in 2002 (ABS, 2015). Add to this, Aboriginal people are more likely to experience high levels of poverty, inadequate housing, health and education, unemployment, drug and alcohol abuse, overrepresentation in child protection, family abuse, and a loss of connection to community and culture, all of which are risk factors for ending up in prison.

Incarceration is not only a social burden but also an economic one. In 2012, it cost at least \$250 per day to maintain an adult inmate in the NT. This amounts to \$100,000 per year for a single person in prison, and double that to keep a young person in detention (Sharp, 2014). What is more, this figure was projected to increase to 50 percent in 2013-14.

Past research (for example, Weatherburn et al., 2009) indicates that one of the major drivers of high imprisonment rates in Australia is the high rate of return to custody and early-aged incarceration. However, by tackling risk factors such as unemployment, poverty and inadequate housing, it is possible to reduce the rate of reoffending. To address these issues, correctional authorities are seeking to provide supervision and support to offenders throughout the release process (Wan et al., 2014). OutCARE Alice Springs is one such program.

The OutCARE model

OutCARE Alice Springs is a post-release, rehabilitation-focused support service, provided by Anglicare NT, funded by the NT Government Department of Corrections, and conducted in partnership with Community Corrections and the Correctional Centre.

It seeks to build rapport and mutual understanding between the OutCARE worker and program participants even from the pre-release stage. OutCARE, as a program, emphasises personalised case management and support for reintegration, with the aim of assisting participants to develop skills for living in the community and establish or re-establish community connections and supportive relationships that enable independent living. Prior to the release of a prisoner, and as part of the initial intake assessment, Anglicare's OutCARE staff look at the employment history of the client and what employment or training the client has undertaken before jail or whilst in jail. Education levels, literacy skills and job desires are discussed with the client, as well as driver's license status and any other tickets or certificates the client may have obtained. This information, together with a possible release date, is then provided to Anglicare's Employment Officer, who is an ex-client of the OutCARE Program, who then begins to match the client with possible vacancies.

Immediately after release the OutCARE worker will collaborate with the client to ensure that he has current identification, a copy of his driver's license, a bank account, Medicare number, tax file number and copies of relevant tickets and certificates. Together, the client and worker then put together a resume, which can be matched to the current job vacancies that the Employment Officer has identified for the client. The client will then be assisted with the purchase of work wear, safety gear and transport, such as a bicycle, in preparation for their first day on the job. The OutCARE worker maintains regular contact with the employer to ensure that any issues of concern are dealt with and that time off for parole reporting can be arranged. This relationship between caseworker, client and employer is maintained

This relationship between caseworker, client and employer is maintained on an ongoing basis until the client is confident in dealing independently with any issues that may arise.

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From our statistics, any prisoner who is released into stable, supported accommodation and who has employment, has an 85 percent chance of not re-offending, compared to the Northern Territory-wide figure of about 25 percent.

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Inmates are encouraged to seek employment during their pre-release period, either within the prison, or through paid employment in the community. Inmates who have paid employment are then required to pay rent at the prison and pay bus fares for their transport. This facilitates continuing employment for former inmates post-release and helps develop basic life skills. The OutCARE worker also introduces program participants to potential employers and assists them to maintain positive and functional relationships with their employers, where necessary. As well as this, OutCARE provides transitional accommodation and reintegration support services to eligible male offenders experiencing issues with housing and homelessness, in one of two operational share-houses located in Alice Springs.

The program has produced significant, positive outcomes, with clients' rates of reoffending at 28 percent over the four years the program has been operating, compared to the general rate of 75 percent for people with no participation in local support services. Anglicare NT has also conducted a small-scale qualitative research exercise, involving a single focus group with five participants from the OutCARE program. The focus group looked specifically at experiences of OutCARE and the process of being released and living on parole.

Focus group participants emphasised how important it was to them that the OutCARE program understood and responded to their individual

needs. Personal connections and relationships with the OutCARE worker, and their ability to connect participants with jobs and other necessary services, were also critical to the success of the program and the positive experience of its participants. These findings reflect the results found in other studies (e.g. Wan et al., 2014), which reveal that offenders who received rehabilitation-focused parole supervision upon release from custody took longer to commit a new offence and were generally less likely to commit a new indictable offence than those released unconditionally into the community (Wan et al., 2014). However, it is important to note that these results were only achievable through active supervision programs relying on quality relationships between the support worker and the offender.

Testimonies from OutCARE participants

Participants greatly appreciated many aspects of the rehabilitation-focused support they received through OutCARE:

When you first got out, you feel like you're not sure, like you just get out of prison doing a long time and you just don't leave the house. And I was like that for weeks and weeks. Just did not leave the house at all – even though my curfew allowed me to, I just didn't leave. Spoke to [the OutCARE worker] about it and he suggested I try the cinema, or go check out some shops, work out what each shop is actually selling. So I did and that helped. Because it has kind of changed since I knew it ... It's all the little things that he does, he organised for my car to go into the mechanics, I rang up and he knew a good place to take it to. So all the things he does is stuff we don't have to stress about. So we like going to work, but we don't know who to ring up for whatever, so we're just thinking who do you ring up for this, and you ring him and he gets it sorted ... It's all the simple things, that might not be a big deal to others, but when you get out of prison it is because you walk out totally lost most of the time. (OutCARE Participant 5, 2016)

Even just the \$200 shopping that they do when you first get out, cos you don't get out with money, that helps heaps ... Even getting a good reference from staying at the house, that helps you get a house of your own ... It takes a lot of stress, pressure off, you know. (OutCARE Participant 2, 2016).

When I got out of jail here in Alice Springs, I had never lived here before, I had never even spent one hour here before. So it was a bit of an adjustment, and [the OutCARE worker] was really good, my head was like woah but he helped me out. (OutCARE Participant 4, 2016).

Participants commented on the difference between the rehabilitation-focused supervision provided by OutCARE and more traditional, compliance-focused supervision. The difference between these is significant. Rehabilitation-focused supervision is conducted by community offender services, where the purpose of the supervision is to address the behaviours, issues and risk factors that are connected with the individual's offending. Compliance-focused supervision refers to contact simply focused on ensuring that the offender is complying with the conditions of their parole order (Wan et al., 2014).

They were critical of their experiences with more compliance-focused supervision, which was mandated by their parole requirements:

One thing that is really annoying is Corrections coming in the middle of the night, I know they have to do their job and all that but they know we're there, we're on [ankle] bracelets, they know we're there. It would just be nice if they could come at an acceptable hour or even 6:30am when we're all up for work ... They turned up the other night at 1:30am and then whinged at me because I didn't get up straight away. (OutCARE Participant 4, 2016) And they wake up everyone else in the house as well (OutCARE Participant 2, 2016).

Research (e.g. Wan et al, 2014) shows that the best outcomes for reducing the number of people returning to prison occur when factors predisposing a person to criminal activity are addressed directly and when physical and

social needs are appropriately supported. This may occur in a variety of ways. For example, this may occur throughout the release process from prison, as seen in programs such as *Throughcare* that provide assistance and support for people in custody and in the community through whole sentence planning (see The Scottish Centre for Crime & Justice Research, 2013), by effectively developing personalised strengths-based approaches (see Maruna & LeBel, 2003), and/or by making use of personal and community assets to address ex-prisoners' challenges and disadvantages (Borzycki & Baldry, 2003).

Participants commended OutCARE Alice Springs for the practical and considerate nature of their support:

[The OutCARE worker] knows a fair bit of people in town. He helped me get my Medicare cards, get all my stuff like that, get resumés done, even when I needed to go to medical because I had a little bit of an issue, he helped me because I had no idea. I was like who do you even ring up ... If you want to get licenses or a certificate or other qualifications, or any training, he helps organise it, you know. It's all the little things you don't have to stress about, like where do I go to do that or how do I go about going to do that? You know? That makes the difference." (OutCARE Participant 5, 2016)

Sustaining the change

Sustaining the change It is important that the social and economic impacts of these changes are realised, as this is where the value of the program can be best expressed. Programs like OutCARE do experience a

*"It's all the little things you don't have to stress about, like where do I go to do that or how do I go about going to do that? You know? That makes the difference."
(OutCARE Participant 5, 2016)*

range of practice-related issues, such as finding ways to secure long-term funding, needing to justify ongoing support and explaining the program's value through constant evaluation. They also must accommodate changes within coordinating agencies and activities and ensure partnerships are developed and sustained despite changes in political priorities. Despite this, they are viable and successful programs that directly address issues faced by those leaving the correctional system and their communities. By minimising the experience of unemployment, homelessness and poverty among their participants, as well as other risk factors, OutCARE Alice Springs is reducing the rate of reoffending, and promoting and supporting offenders' behavioural change and their adoption of pro-social values.

Without systemic change to both the criminal justice system and the juvenile justice system to support the creation and development of community-based rehabilitation services, such as OutCARE, there will be little chance of reducing the numbers of people involved in the correctional system. Change, however, is possible and it often starts with a small step in the right direction:

Eventually you start doing things for yourself because [the OutCARE worker] has already shown you where to go to or who to call, so you become more familiar with it all. So you know okay I have to call this person, or go to that place. I've started doing a few things by myself just by what directions [he] has shown me to take. (OutCARE Participant 5, 2016) It's like if you are going to do something, you don't have to look back, you just keep going, you know? (OutCARE Participant 1, 2016)

Majon Williamson Kefu, Anglicare NT

Majon Williamson Kefu is an experienced researcher and community worker. She is currently working as a Project Officer with Communities for Children Alice Springs, Anglicare NT. She is also a PhD candidate with the Batchelor Institute for Indigenous Tertiary Education.

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SEEMS LIKE THAT'S ONE OF OUR BIGGEST HURDLES..

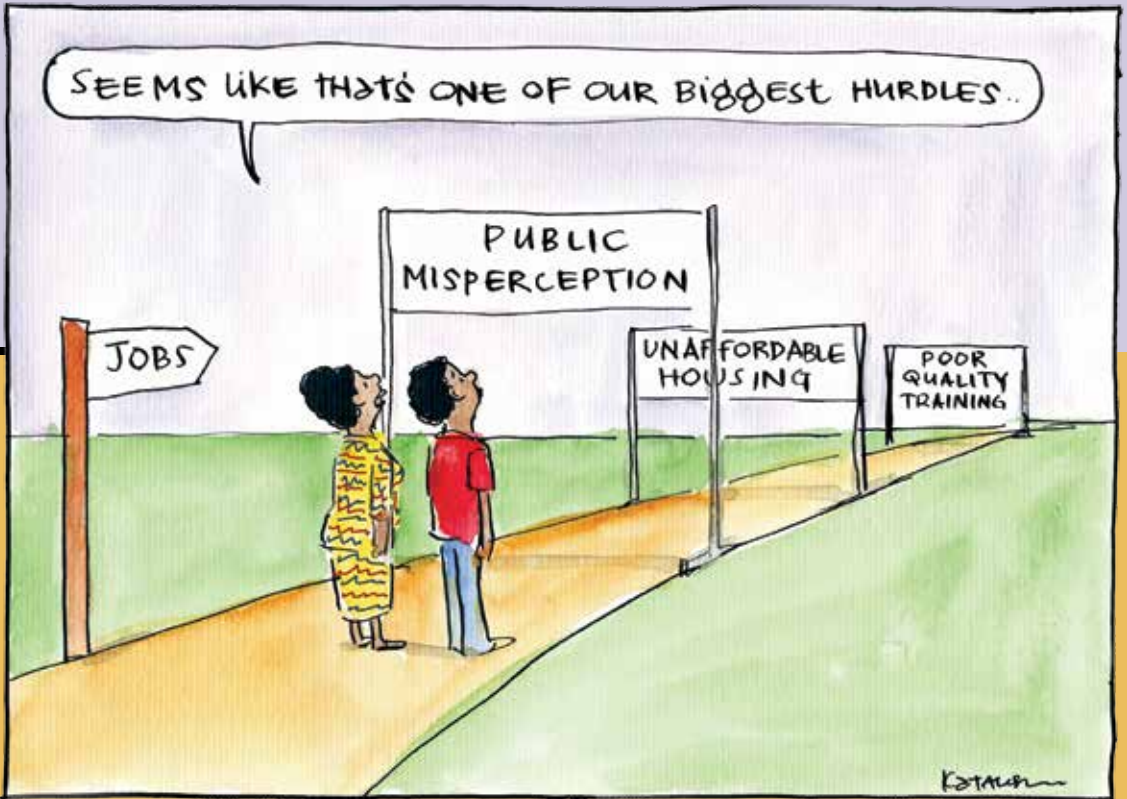
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GIVEN THE CHANCE: MIGRANTS WORKING IN AGED CARE

Aaron Wyllie, a social worker and PhD candidate at Monash University, presents 'Given the Chance'. A program delivered by Benetas in partnership with the Brotherhood of St Laurence in Victoria. Given the Chance is aimed at addressing the challenges of refugee and migrant communities to find suitable employment.

Unity Omragie arrived in Australia as a refugee from Nigeria in 2013. Having worked as an outreach carer for many years with his local Church in Lagos, Unity enrolled in a Certificate III course in Aged Care with hopes of using these skills and experience to launch his new life in Australia. After successfully completing this course in early 2014, he applied for countless entry-level jobs at aged care facilities around Victoria without success. As he recalls, "They kept saying I needed more experience, but I didn't know who could give me that first job". Unfortunately, Unity's difficulty in securing local work experience, despite having the necessary skills and training, is a common experience for many refugees arriving in Australia. Discrimination, unrecognised qualifications and limited access to childcare, combined with cultural differences, can make it difficult for many refugee job seekers to make a start regardless of the valuable skills they may have to offer (Correa-Velez, Barnett & Gifford, 2015; Nunn et al., 2014).

Two years ago Unity connected with the *Given the Chance* program, an initiative of the Brotherhood of St Laurence (BSL), aimed at assisting marginalised job seekers into work, while supporting employers to expand

and diversify their workforces. As a for-purpose aged care provider, Benetas has a strong commitment to building a workforce which is inclusive of culturally diverse and disadvantaged job seekers. This is rooted not only in our Anglican and social justice heritage, but also in the recognition that the unique skills and experiences which a diverse workforce brings are an asset to our organisation, and ultimately, the older Victorians we serve.

In seeking out opportunities to build on our existing diversity initiatives, Benetas partnered with BSL on an initial six-month pilot program through which Unity and two other refugee job seekers, all identified by BSL as having the skills and aptitude for work in aged care, were provided with work placements at Benetas' Gladswood Lodge facility in Brunswick West. With the workplace experience and supervision provided by Benetas, and the pre and post placement support offered by BSL, the pilot program concluded in March 2016 with all three participants securing ongoing employment at Benetas. The success of this program highlights the significance of opportunities provided by partnership-based approaches in tackling workplace exclusion, and points to the viability of such models for meeting the challenges of a rapidly changing aged care landscape.

The success of this program highlights the significance of opportunities provided by partnership-based approaches in tackling workplace exclusion, and points to the viability of such models for meeting the challenges of a rapidly changing aged care landscape.

The Aged Care Workforce

In the context of aged care, Unity's story highlights the need for new attraction and retention models in a sector experiencing both increased demand and heightened labour market competition. Despite the estimated 250 percent increase required in the aged care workforce by 2050 due to ageing population, recruitment and retention challenges persist (Baldwin 2014; King et al., 2012). The current aged care workforce itself is ageing, with an average age of 48.5 years in workers across residential and community settings, and almost 60 percent of direct care workers being over the age of 45 (King et al., 2012). With 36 percent of the current labour force within 10 years of retirement, and only 18 percent of workers being under the age of 35, the issue of workforce sustainability has featured prominently in recent submissions to the *Future of Australia's Aged Care Workforce* Inquiry, as have the challenges of reliance on agency staff to fill vacancies (Parliament of Australia, 2016). Moreover, as aged care shifts towards models of consumer directed and person-centred care, competency in less task-oriented areas, such as emotional intelligence and the ability to empathise, have become central to the aged care worker role. We also know that a more diverse workplace is attractive to prospective employees, and is associated with higher rates of retention and employee performance among culturally diverse groups (Singh, Winkel & Selvarajan, 2013). Against the backdrop of these changes to the aged care environment, providers have to open up new avenues to attract and retain workers with diverse skills and experience in order to meet the needs of older Australians now and into the future.

Workplace exclusion among refugees

Labour force participation among refugee migrants in Australia is significantly lower than that of skilled migrants and the wider Australian population (Australian Bureau of Statistics [ABS], 2013). 2010 employment data shows that approximately 26 percent of refugee migrants are unemployed, a figure that has increased significantly over the past decade (ABS, 2010). While securing stable and gratifying employment

has been frequently identified as a key factor in determining settlement outcomes, it has been equally cited as one of the most challenging experiences faced by newly arrived refugees in Australia (Burchett & Matheson, 2010; Flanagan, 2007). Despite prevailing stereotypes of refugees being indifferent to employment and content with remaining on welfare, we know that the vast majority of refugees have high rates of motivation and the desire to support their families, build their skills, and contribute to their new communities (Oliff, 2010).

... many disadvantaged job-seekers find themselves removed from consideration before ever having the opportunity to present their skills or demonstrate their potential to prospective employers.

A key barrier to gaining employment for many refugees is the lack of Australian work experience and a limited understanding of the workplace culture and work-seeking processes, such as where to look for jobs and how to present and market oneself in an interview situation. These challenges are often exacerbated by employers not considering overseas work experience, and difficulties in having overseas qualifications recognised in Australia (Nunn et al., 2014). Refugees also face structural barriers to employment resulting from recruitment processes such as web-based advertising and recruitment processes, 'level-of-fit' candidate screening processes, and the use of informal networks of recruitment which favour candidates with local connections and experience (Oliff, 2010). As a result, many disadvantaged job-seekers find themselves removed from consideration before ever having the opportunity to present their skills or demonstrate their potential to prospective employers.

A focus on capacity and opportunity: *Given the Chance* model

As detailed above, the difficulties faced by many newly-arrived refugees in Australia can be a result of both their individual circumstances (supply-side barriers), and the structural barriers and biases entrenched in many of our traditional recruitment models (demand-side barriers). The issue with prevailing approaches to tackling workplace exclusion has been a tendency to focus on only one side of this equation – the responsibility of the unemployed person to find work and exit from welfare – while ignoring the social disadvantage and structural barriers faced by marginalised job seekers. This so called ‘job-first’ approach, often accompanied by compliance-based welfare requirements, frequently leads to a cycle of insecure and short-term roles which do little to develop the skills and experience required to gain sustainable long-term employment.

In contrast to the rationale underpinning job-first policies, the *Given the Chance* program adopts a human capital approach, which recognises the unique challenges faced by disadvantaged job seekers and provides pre and post placement support to give participants the best opportunity to gain valuable experience and demonstrate their potential.

The *Given the Chance* program is structured around four key components designed to target the needs of refugees and provide support along the employment continuum:

1. **Pre-placement training (Crossing Bridges):** Specialised pre-placement training for refugee participants, customised to bridge the gap between their existing skills and experience, and Benetas’ operational requirements.
2. **Employer training (Building Bridges):** Culture awareness training of Benetas’ managers, mentors and on-site staff to facilitate the successful integration of refugee participants into the workplace.

3. **Mentoring:** An optional component of the program focused on matching participants with volunteer mentors to facilitate a one-to-one introduction to Australian workplace culture and access to networking opportunities and knowledge.
4. **Field support:** A field officer provides on-the-job field support from induction through to the end of the work placement. The field officer often plays a 'trouble-shooter' role, liaising between the participant and placement organisation to manage any issues that may arise during the placement.

What next?

Benetas' successful experience with the *Given the Chance* program demonstrates the valuable contribution that disadvantaged job seekers can offer when enabled with adequate opportunities, ongoing support, time to learn, and a commitment from the employer to recognise and invest in their potential. Central to the success of this program has been the partnership between BSL and Benetas, founded on a common commitment to investing time and energy to develop genuinely sustainable pathways to employment. According to Benetas CEO Sandra Hills, this investment reflects the organisation's commitment to the broader Victorian community:

"Benetas is strongly 'for purpose'. In addition to providing quality services to our clients, we are committed to making a difference to the community through a number of our social dividend initiatives. Giving a chance to some capable but underprivileged people to find long term meaningful employment is just one way we can make a difference."

While some challenges associated with cultural differences did emerge throughout the pilot program, the structure and support provided by the partnership allowed such incidents to become moments of learning for all involved, rather than critical risks to the viability or success of the program.

For staff and residents at Gladswood Lodge, the three new employees recruited through the *Given the Chance* program have become a vital part of the team, each bringing their own unique skills that contribute to a richer and more diverse workplace. For Benetas and BSL, Benetas' commitment to funding a further three participants through the program has given momentum to what both organisations hope will continue to be a strong and mutually beneficial partnership.

For Unity, the *Given the Chance* program has allowed him to gain experience, and now employment, in a leading aged care environment, which he hopes will provide the foundation for a long career in aged care. "As the name says, I just needed to get a chance ... and I know this chance will give me more opportunities in the future," he said.

" ... Giving a chance to some capable but underprivileged people to find long term meaningful employment is just one way we can make a difference."

– Sandra Hills

Aaron Wyllie, Benetas

Aaron Wyllie is a social worker currently undertaking his PhD at Monash University. He also works as a Research Project Officer at Benetas and is involved in a number of research projects focused on improving the lives of older Victorians. Aaron maintains an active role in the Social Work Department at Monash University, where he leads a postgraduate unit focused on the role of social work in responding to the needs of an ageing population.

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RESTRUCTURING

THEY SEEM TO HAVE LEFT SOMETHING OUT...

PROFITS

SHAREHOLDERS

INVESTORS

PROFES-
SIONALS

EXPERTS

OPPOR-
TUNITY

COMMUNITY

SKILLS

HOUSING

ENTRY-LEVEL
JOBS

Kstauskas.

ROAD BLOCKS IN ADELAIDE: THE END OF THE CAR INDUSTRY

Kate McGarry explores the challenges faced by communities when economic restructuring wipes out entire industries. She presents collaborative partnerships as the way for communities to weather the storm.

The end of the Australian car industry has left South Australia grappling with the phenomenon of economic restructuring, as the economy is forced to shift from a manufacturing to a service sector focus. The prospect of the Holden closure in Adelaide's north presents a grim outcome for the manufacturing sector in South Australia. If the closure of the Mitsubishi plant at Tonsley (in Adelaide's South) is to be any indication of the post-Holden future of South Australia's economy, the picture is not encouraging. 1,200 people lost their jobs and only one third of them were able to obtain adequate, alternative employment (Beer et al, 2006). This was after the cessation of only one major manufacturer. What we now face is the end of an entire industry.

The loss of automotive manufacturing jobs in northern Adelaide alone is estimated to be around 6,871, while South Australia is looking at a total job loss of 23,900 (Barbaro and Spoehr, 2014). This is a significant number, which brings about heavy economic, social and political implications. Many highly-skilled workers are finding themselves out of work and with few viable options. And it is not just the 24,000 people losing their jobs who are directly affected, it is their children too who find little hope in future job availability. We are looking at generations of potentially economically disadvantaged people, and a further increase in the gap between the rich and the poor.

No quick shift

The solution of transitioning workers into other sectors is often called upon in the public narrative. While it is true there are growth industries that can and will absorb some people left unemployed by the automotive manufacturing industry closure, there are just not enough jobs to solve the problem. Furthermore, there is considerable disparity between sectors in terms of qualifications, nature of the work and rates of pay.

There are some cases in which transitioning will, in fact, suit individual workers, such as that of Adris. Adris now works as a carer in a residential care facility. He wanted to “get out early” and took a redundancy from Holden in May 2015. He gained the necessary qualifications and reported that he now enjoys doing a variety of care work, from personal care to transportation and domestic work. However, it is not a “one size fits all” solution. Adris is the exception, rather than the rule.

When considering the possibility of work in the health and community services sector for a redundant (predominantly male) automotive industry worker, we need to think about the worker’s sense of self and capacities within a (predominantly female), healthcare workforce environment. It is not enough to shift workers, train them and expect them to adapt. They need additional support systems – such as psycho-social and family support – in a time of increased personal and familial stress. And even though these roles may offer solid employment, traditionally the rates of pay are far lower than that of the automotive industry.

Unfortunately, there remains a disconnect between vocational retraining and placement programs, and the social

Unfortunately, there remains a disconnect between vocational retraining and placement programs, and the social supports required by displaced workers and their families.

supports required by displaced workers and their families. AnglicareSA's emergency assistance (EA) sites meet demands for food, clothing, advice, support and advocacy for individuals and families in their time of need. Through its regular *Turnaway* census, AnglicareSA found that although demand was not fully met in any of the five metropolitan sites in Adelaide, the greatest degree of unmet need was reported in Adelaide's northern region, where 68 percent of all turnaways were recorded (AnglicareSA 2016). Without doubt, this economic restructuring is generating economic stress and hardship for families.

A targeted response

There is desperate need for a targeted response to the economic hardship experienced in South Australia, especially in northern Adelaide, as called for in the 2014 Productivity Commission Inquiry report into Australia's automotive manufacturing industry. To recover the jobs lost and to enable employment growth in an area now characterised by chronic underemployment and high unemployment will require attraction and retention of investment, which in turn will need to build on the strengths of the region.

While investment in economic infrastructure is often seen as a focalised target, social infrastructure such as well-functioning schools and community involvement plays a major role. One of the region's greatest assets is its pool of highly-educated young people. Another is the resilient and entrepreneurial nature of the community, with many cash enterprises in its informal economy.

To leverage the State's assets and provide social and economic infrastructure, and to attract investment into a stable, educated workforce, government, industry and social services must work together. However, too often they work in silos. To generate and drive strategies that are more effective, we need greater collaboration and joint action. In particular, economic agencies need to understand the value of social agencies in helping to build community capacity and resilience.

Whole of community

In October 2015, as part of a deeply collaborative partnership between AnglicareSA and the South Australian government's Renewal SA, the management of nearly 500 community housing properties in Adelaide's north was transferred to AnglicareSA's housing team. Since then, the team has received glowing endorsements from tenants due to the level of personal customer service and the access to AnglicareSA's wraparound services. This initiative, where AnglicareSA acts as landlord while the government holds the titles, is underpinned by a vision of housing renewal, reinvestment and neighbourhood engagement. Although work security in the region has been eroded over the past few years, this investment in community, which is such a fundamental part of the housing project, provides a base for future development and employment.

At AnglicareSA we foster a community whose constituent parts are included and integrated into a common strategy: a whole-of-community approach that encourages the development of each individual's potential. We look to support families and local businesses to be ambitious, self-reliant, proactive, educated and passionate; and to cultivate industries that are aware of and responsive to the community. Our approach is as much about citizen alliances and thriving communities as it is about industry clusters.

Housing, education and healthcare need to be as much a part of economic development as business investment and training. We need investment in integrated infrastructure that will, in turn, lead to long-term reinvestment and development.

Another good example of collaboration – this time between AnglicareSA, government and the business and education sectors – that has the potential to optimise outcomes is the Northern Adelaide State Secondary Schools Alliance (NASSSA). NASSSA is a confederation of 11 schools formed to maximise the learning opportunities, career pathways, retention and educational outcomes for all students collaborating, combining resources and mobilising community and industry support across the Alliance.

A NASSSA member school, Northern Adelaide Senior College, provides alternative educational opportunities when young people are excluded from other schools. The focus is on language and other fundamentals, as well as on building interest in creative industry areas such as music, art, drama, production and technology. The aim is to develop young people's capacity to move into the workforce in non-traditional areas. AnglicareSA supports students and provides case management services to increase their engagement with learning and find viable workplace options.

AnglicareSA supports students and provides case management services to increase their engagement with learning and find viable workplace options.

Build on the strengths

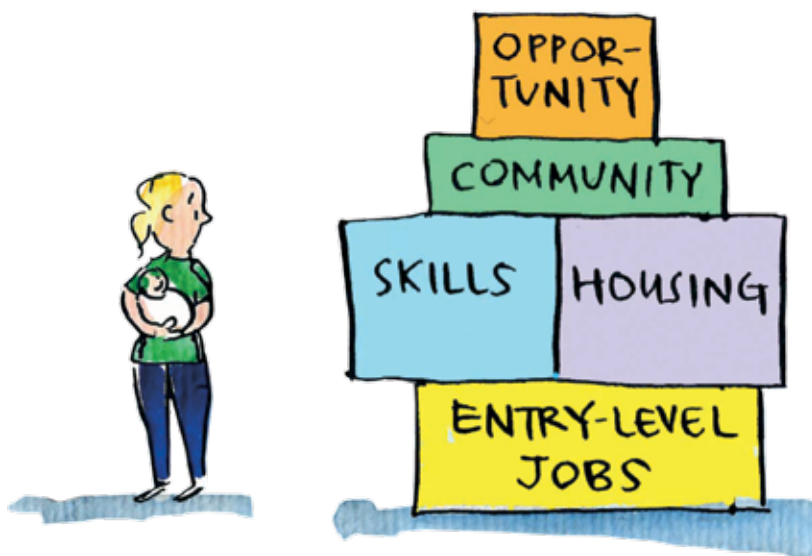
These types of programs demonstrate the potential for greater community benefit from business, governments and community agencies working together to generate change. This is feasible in the northern suburbs of Adelaide where there is a skilled and stable workforce who are embedded in the local community and economy.

South Australian families, particularly in Adelaide's north, are being impacted in many and varied ways by the transition away from manufacturing largely brought on by, or evident in, the closing of the motor vehicle industry. The challenge is to develop other collaborative ways to move forward with clear direction, input and participation from government, agencies, business, schools, families and local communities.

Kate McGarry, Anglicare SA

Kate McGarry is Senior Manager Community Services at AnglicareSA. In this role, she manages emergency relief, community financial services, homelessness response service and youth services. Kate performs a leadership role within the northern Adelaide community facilitating engagement and connection between government, non-government service providers and the community.

Kate joined AnglicareSA two years ago following more than six years with Anglicare NT, and she continues in her work to build community responses to vulnerable individuals and families.



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ONE MINUTE I WAS RIDING THE WAVE..

... AND THE NEXT?

I WAS IN WAY OVER MY HEAD...



WHEN THE BOOM SUBSIDES: CASE STUDIES OF FINANCIAL HARDSHIP

Mark Glasson delves into the experience of the people left behind by the mining boom, and subsequent bust, in Western Australia. The vignettes presented in this chapter show the wide reaching impacts of boom and bust industries, and the impact this has on employment, housing, and financial stability.

The July 2016 CommSec State of the States report confirmed what everyone west of Border Village has known for some time: The economic boom in Western Australia is well and truly over. What this means for people living in Western Australia is already apparent. A devastating decline in job availability and massive increase in rates of bankruptcy and financial stress.

For people living in Western Australia the boom was always a contentious issue. For those riding the wave it presented great opportunities. Year after year of economic growth saw Western Australia leading the nation's economic performance and the creation of a new generation of "high net worth" individuals.

It was a different story, however, for those who missed the ride.

The boom fed rises in housing and other living costs to such an extent that affordable housing became largely absent. In 2015, the report of the Anglicare Rental Affordability Snapshot revealed that less than five percent of the available housing was affordable for a family on the minimum wage while people surviving on benefits could only afford less than one percent. This was the pattern for years.

The growth in demand for emergency relief demonstrated this. In November 2014 Anglicare WA reported to the *Public Hearing of the Senate Community Affairs References Committee: Inquiry into the extent of income inequality* in Australia that in 2013/14 the growth in people seeking emergency assistance from Anglicare WA grew by over 60 percent.

Now that the boom has come to an end, a whole new suite of problems has risen. According to CommSec, "Western Australia is now seventh and near the bottom of the Australian economic performance table. In two years the mining state has gone from first to seventh (CommSec, 2016)".

In the three months from April to June 2016, over 480 Western Australians were forced into bankruptcy, the biggest number since 2009 when the Global Financial Crisis struck. Perhaps the broadest effect was on unemployment, as the rate in Western Australia spiked to its highest level in more than a decade.

This has brought a whole new group of people into our services. Where previously we were involved with the stream of people who missed the wave, we now also see those who caught it only to be thrown off.

The following case studies demonstrate the rise in this new group. They tell stories of the huge personal costs and financial hardship that have resulted from the rapid change to Western Australia's mining sector and the consequential instability in the field of employment. The case studies I have included in this chapter shows that families who face economic calamity may be able to manage their financial affairs with the right advice. However, this is a long, hard road.

Where previously we were involved with the stream of people who missed the wave, we now also see those who caught it only to be thrown off.

Western Australia's example shows the deceptive and volatile nature of boom-to-bust industries. The sudden and widespread availability of high-income jobs and evidence of strong economic growth is appealing to many families. Their financial planning and spending, however, does not account for the possibility of an equally sudden loss in employment and income. When the boom subsides many are left with long standing financial problems which are not easily solved.

Mary

Mary, a 49-year-old single woman was referred to Financial Counselling by her bank. Mary had always been very good with money and described herself as an excellent saver. She had been working and living in Karratha during the mining boom and bought a house for \$920,000. She has a mortgage of \$680,000 and also used the equity from the sale of her previous home.

Mary's former partner embezzled over \$300,000 from her before leaving her.

Due to a severe deterioration in her mental health, Mary lost her job and moved back in with her parents in Perth, and rented the house in Karratha. However, there is a shortfall of \$300 per week.

Mary has been using her own savings to top up the home loan but these are now exhausted, and the house has recently been valued at \$650,000. Mary receives the Newstart Allowance and has been in and out of Mental Health facilities after numerous attempts to end her life.

Due to the continued deterioration of Mary's mental health, returning to work was not an option and the stress of her situation was proving too much. She handed the keys to the house to the bank and declared bankruptcy. Mary now sees one of our general counsellors for ongoing support.

Frances

Frances is a 71-year-old single woman in receipt of the aged pension. She was referred to Financial Counselling by a local counselling service. Francis stated she had invested in two properties in Karratha. The first, worth \$340,000, was mortgaged at \$302,000 and the second, worth \$280,000, was mortgaged at \$655,000.

Frances owns her home, which is worth \$450,000. This property was used as security for the investments. Though she had rented out both investment properties, current rents do not cover the mortgages. She has been using money from her superannuation fund to try to keep up with repayments.

After visiting a financial counsellor Frances decided to hand the keys back to the bank for the two Karratha properties and put her own home on the market in order to pay back debt. She had come to terms with moving into a small rental property and was preparing herself for bankruptcy as a worst-case scenario.

Leon

Leon made contact with the Financial Counselling service when he had been informed he was about to be made redundant. He had a considerable amount of debt, including bank loans and credit card debt. His wife was also unemployed and had been battling a number of health issues related to stress, rendering her unable to work.

Though she had rented out both investment properties, current rents do not cover the mortgages. She has been using money from her superannuation fund to try to keep up with repayments.

On the advice of a financial planner the couple had bought a portfolio of five investment properties and had borrowed \$1.5 million to do so. However, they were struggling to keep up the interest payments. One of their properties had been badly damaged by the tenant and they had not received any rental income from it for some time. The other properties were rented out but at reduced levels due to the economic downturn. They had tried to reduce their exposure through selling some or all of the properties but were unable to find buyers in the current market.

The couple have two children, aged 16 and 13 years, who are both full time students at a private school. The parents are reticent to change schools as the children are doing very well academically and socially. They currently owe \$4,000 in unpaid school fees. The financial stress was placing considerable strain on the couple and they were considering bankruptcy as a way out of their situation.

A financial counsellor worked with the family to help renegotiate some of their debts and plan a schedule for selling of as many of their assets as they could. They have set themselves a six-month timetable to try to resolve their financial challenges but will need to reassess at the end of this period and it is likely they will face bankruptcy, despite their efforts.

Mark

Mark is a 29-year-old single male who had been working in the mines as a truck driver for five years. He earned a good income which allowed him to service debts including a \$500,000 mortgage and \$90,000 of credit (car loan and credit cards).

Mark was diagnosed with Bipolar disorder in November 2015, and as a result lost his job. He has been advised that he will be unable to resume employment for at least the next six months while his treatment regime stabilises and he becomes fit to resume employment.

Mark worked with a financial counsellor to refinance his mortgage and develop payment plans for rates and utilities which may mean he is able

to keep his house, although in the long term this will be dependent on his being able to resume paid employment.

It wasn't just the workwear that was highly visible in Western Australia when the boom was in full swing. The wealth being created was also highly visible. When this was combined with endless commentary and advice spruiking a future paved with gold, many people sought their share.

These case studies reveal how the end of the boom has exposed the risks some people took to catch their share. The dream of a better life became the undoing of many. The promise of great wealth clouded judgement and with that came levels of financial exposure that were not sustainable.

With an economy now trailing the rest of the country and unemployment on the rise there is little foreseeable relief for those who have been thrown from the wave. Some will take years and years to get back to a secure footing, however, for many the pain they are experiencing may never be over.

The dream of a better life became the undoing of many. The promise of great wealth clouded judgement and with that came levels of financial exposure that were not sustainable.

Mark Glasson, Anglicare WA

Mark Glasson is Executive General Manager, Service Operations for Anglicare WA. He has over 25 years' experience across a range of human services which includes service delivery to families and individuals, community development, public policy and services to offenders. He has held senior executive positions for the Government of Western Australia, and also worked in Local Government and community organisations. Mark joined Anglicare in October 2013 and has responsibility to oversee operational matters for all Anglicare WA services.

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THEN

MENTAL HEALTH SERVICES

EMPLOYMENT SERVICES

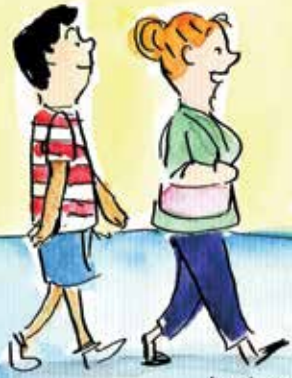


NOW

MENTAL HEALTH SERVICES

EMPLOYMENT SERVICES

... AND EVERYONE FEELS BETTER.



Katzenberg

STAYING WELL AT WORK

David Law, the Disability Services Manager at EPIC Assist, explains the benefits of integrated employment and mental health services in achieving effective and sustainable employment outcomes. He presents the successful model implemented by EPIC in the Disability Employment Services (DES) program and the improvements in employment outcomes for its participants.

Mental health and employment

A person who is experiencing mental illness is very likely to achieve mental wellbeing in the future. However, the time it takes to return to mental wellbeing is influenced by many variables, one of which is the availability and accessibility of appropriate support when required.

Recovery from mental illness involves developing hope, moving beyond preoccupation with one's illness, forging a new identity and pursuing meaningful life activities. For most people who describe their recovery stories, work is a central part of the process. Finding a job and keeping it over time are not, however, simple tasks (Drake, et al., 2003).

In its definition of mental health, the World Health Organisation draws attention to the connection between economic participation and a person's mental wellness by stating that:

Mental Health is a state of well-being in which every individual realises his or her potential, can cope with the normal stresses of life, can work productively and fruitfully, and is able to make a contribution to her or his community. (World Health Organisation, 2014)

Economic participation, in my view, can include but is not limited to the following factors:

- Employment.
- Recreation activities, including participation in sport and creative pursuits, membership of clubs or associations.
- Education and training including formal and informal.
- Mutual support or peer support.
- Health and wellbeing including therapy, counselling, rehabilitation or mentoring support.

Imagining a new way of operating

Historically, medical and employment services for people with severe mental illness were separate, and people had to travel between different service locations to access necessary assistance. Since the 1990s, however, there has been a shift to trial integrated models and examine the benefits of service integration.

Over the past two decades, clinical research has consistently demonstrated that integrated services for people with psychiatric disabilities and mental illness achieve better health and employment outcomes through segregated services. Though there has been a great deal of research into integrated services for job seekers with mental illness, most of this research focuses on employment services that are integrated into the medical environment where people may be recovering from severe mental illness. In contrast, EPIC's approach brings the medical specialist into the employment service, potentially providing people with assistance before their mental illness becomes severe.

Developing a new service model

The current Disability Employment Service (DES) caseload shows that 35 percent of participants have a primary disability recorded as psychiatric (DES Data, 31 May 2016). In 2011, the same cohort represented 31 percent of the DES caseload (DES Data, 31 July 2011). Many of these participants are not linked to the clinical mental health services, as their illness is not regarded as severe. Often the only service these people access is the DES program. Furthermore, other DES participants who have an alternative primary disability may also have secondary psychiatric conditions or mental health issues. Also, there are participants who may have non-diagnosed or non-disclosed mental health conditions.

In Australia, clinical mental health services and disability employment services have established formal partnerships. The *Individual Placement and Support* model places an employment consultant into the clinical mental health team, which is focused on the recovery of people with severe and persistent mental illness. Formal partnerships between clinical mental health services and DES employment service providers meet the needs of participants with severe and persistent mental illness. However, those participants who are not linked with the acute mental health teams are not able to access this specialist assistance.

EPIC Assist developed a service model that reinvents the concept of integration from a more understanding focus, facilitating appropriate mental health care and access to adequate services within the community.

Observing these developments, EPIC Assist developed a service model that reinvents the concept of integration from a more understanding focus, facilitating appropriate mental health care and access to adequate services within the community. This model provides short-term assistance to participants to address any mental health issues that may be barriers to job seeking.

Testing the model

From 2013, EPIC has researched and tested the inclusion of a mental health professional into the employment assistance team within a DES setting and a pilot study was conducted in one employment region from January 2013 to March 2014.

For the pilot project, EPIC recruited a psychologist into the DES employment assistance team in the role of Mental Health Consultant. We developed a process of internal referrals to the consultant for participants who presented with mental health issues. If the participant agreed to the referral, dual servicing commenced with the consultant and the employment assistance teams. The types of connections made with other community services were:

- Psychoeducational and individual skill building (e.g., understanding anxiety; healthy sleep habits/strategies; anger management; assertive communication skills; stress management techniques; work/life balance strategies).
- Housing assistance (e.g., community housing application support; documentary evidence to support application).
- Suicide risk assessment and appropriate referral.
- Referral to and liaison with other services (e.g., PHaMs; Compeer; Adult Mental Health; GPs; psychiatrists).
- Referral to healthy lifestyle services (e.g., accredited exercise classes and peer groups such as PEARL and Discovery).

- Referral to private practice psychologists.
- Liaison with Queensland Oral Health.
- Supporting participants to access the most appropriate Department of Human Services payment scheme or income support.
- Referral to Partners in Recovery and collaboration throughout the process.
- Supporting employment assistance teams to identify suitable employment opportunities (e.g., industry type; shift duration; appropriate working environments).
- Supporting employment assistance teams to implement work site support strategies (e.g., consistency).
- Support participants to engage in skill building (e.g., numeracy and literacy training).
- Financial assistance (e.g., accessing concessions; budgeting skills and referral to financial counselling).

Results from the pilot project were encouraging. Of the participants referred to the Mental Health Consultant, 61 percent achieved a positive employment outcome.

There were some participants referred to the consultant who, though already employed, were experiencing mental health issues. For this group, interventions achieved a success rate of 60 percent in terms of maintaining employment. These results were significant, showing a doubling of successful employment outcomes for this group compared to the national rate.

Results from the pilot project were encouraging. Of the participants referred to the Mental Health Consultant, 61 percent achieved a positive employment outcome.

Expanding the model

Following the successful pilot, the model was expanded into four more regions during 2015. Though the data from this expansion is currently being collected for analysis, anecdotal results indicate that the employment outcomes for participants accessing this service continue to improve. Comparing the employment outcome rates of regions with consultants to the rates of similar regions without consultants, we see improvements of between 35 to 85 percent.

From July 2015 to June 2016, the Australian Government, through the Department of Social Services, also conducted the DES Youth Mental Health Trial. One region selected for this trial was North Brisbane (Queensland) and EPIC Assist participated in this trial. The results are currently being analysed by the DSS.

Assisting people with mental health issues early, supporting them to find meaningful employment and connecting them with their local support services certainly strengthens economic participation. An integrated model focussing on the medical side has been operating to a certain degree of success for some years. By bringing psychiatric help into the employment setting for the first time, EPIC's pilot project has shown equal or greater success, with the added advantage of helping participants who would otherwise remain disconnected and outside of the support system.

Where to from here?

Clearly, there are significant benefits to embedding mental health support in the delivery of employment services. In order to realise these benefits, we need a sizeable increase in the funding made available to facilitate early intervention. Effective early intervention can help prevent a person's mental illness from becoming an issue necessitating clinical intervention. An integrated model provides opportunities for people with mental health issues to address concerns as they arise, and to tackle the very real barriers to employment that they face.

David Law, EPIC Assist employment programme manager

David Law's career in the community services sector spans 25 years in Australia and in the United Kingdom. His work in the community sector ranges from direct support work through to senior leadership roles. He has worked in youth services, early intervention, adults with intellectual disabilities with complex and challenging behaviour and disability employment. David joined EPIC Assist in 2006 as the Employment Program Manager and has focused on sustainable outcomes for participants and developing person-centred service delivery models.

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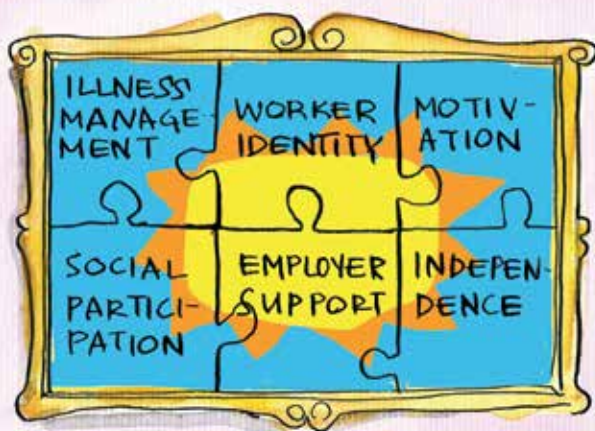
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If you pay close attention to the pieces you can see the big picture...



KatMuster.com

DISABILITY, EMPLOYMENT AND MENTAL HEALTH: WHAT COULD A HOLISTIC APPROACH LOOK LIKE?

From her perspective as a Social Researcher and Community Services Evaluation consultant, Lindsey Moffatt calls for a shift of focus in the area of disability employment to allow for a more holistic approach. This article presents and explains the policy-level challenges involved in ensuring that people living with mental health conditions are supported to obtain and maintain meaningful work.

“Workers living with mental health conditions will put everything into it. The employer doesn’t see what they’re like before work, or after work, or on those other two days. And on those other days, maybe they’re not so good. But there is some distraction and goal and energy and drive that they will get that they will put into those three days. And it might knock them around the rest. But that’s what they want. And that’s their right and their choice. They’re earning money, they can pay their bills, they can turn the heater on. They can feel ‘normal.’ The right job, the right hours, the right supports.” – Tammy Townsend, Anglicare Tasmania, Disability Management Services Co-ordinator.

During 2015, the Australian Federal Government’s Department of Social Services (DSS) held consultations to develop a revised Disability Employment Framework (DSS, 2015 A and B) to shape Disability Employment Services (DES) from March 2018.

Discussions around the revised Disability Employment Framework have focused on improving employment outcomes for people with disability by increasing their labour force participation and their employment rate; increasing the number of people with disability in long-term sustainable employment; and better meeting their career goals (DSS, 2015b).

To do this, we need to understand what it takes for people with disability to not just get any job, but to 'participate' in the Australian labour market in a way that gets them the work

they want to do now and into their future. We also need to think about designing consistent policy settings and funding practice that enables such participation across income support and pensions, employment and training, health and community support.

At Anglicare Tasmania, we are interested in what it takes to deliver sustainable employment outcomes for people living with mental health conditions and opportunities for government to adjust and join up policy settings to enable this.

What helps people living with mental health conditions to get and keep work?

Some of the major mental health conditions are depression, anxiety, schizophrenia, bipolar mood disorder, personality disorders, trauma and eating disorders. There may be some people living with such mental illnesses as those mentioned, who have been unable to engage in paid

We also need to think about designing consistent policy settings and funding practice that enables such participation across income support and pensions, employment and training, health and community support.

employment for many years, or perhaps ever. Conversely, many people living with mental illness may have long-term employment with their symptoms managed, others have episodes during which they need to withdraw from employment and focus on managing their illness, and periods where they are able to manage their symptoms and sustain prolonged periods of high functioning within the labour market.

As David Clements, CEO of National Disability Services Tasmania, explains:

“Mental illness can be experienced by anyone in the community. Those on exceptionally high incomes are as vulnerable to anxiety and stress-related episodes or psychotic illness. So all those mental health challenges that can be and are experienced by those on lower income levels or those unemployed – so exceptionally low incomes – can also be experienced by others.”

It is estimated that around 20 percent of the Australian adult population experiences mental illness health each year (ABS, 2008). Managing your health, being connected to supportive relationships and services and being in work are known to be linked and are crucial factors in recovery for people living with mental illness.

Elida Meadows of the Mental Health Council of Tasmania says the following:

“There are two basics for someone to start their recovery whatever the [severity] level of mental illness they have: that’s safe and secure supported housing and connection and a connected, participating life. And without that, it’s very difficult to move further into some sort of recovery.

In mental health, when we talk about the recovery journey, we’re not talking about a cure. We’re talking about living your life as best you can despite whatever illness you might have. That empowerment that people get from having a job, or being connected, having optimism works for people.”

What helps people to get and keep jobs?

Research highlights a range of factors that help people with psychotic illness to keep and maintain work (Matthewson, Langworthy, & Higgins, 2015). These 'success factors' provide a useful checklist for people living with mental health conditions to not only find meaningful work, but to sustain it and develop their working careers. They include:

Research highlights a range of factors that help people with psychotic illness to keep and maintain work (Matthewson, Langworthy, & Higgins, 2015).

Illness management: The most highly rated factor associated with getting and keeping employment.

It includes supporting a person's

engagement with clinical and social supports, ensuring medication compliance, being able to recognise early signs of becoming unwell and and taking the initiative to self-manage symptoms and put plans in place.

Developing a 'worker' identity: If a person is managing their illness, they will be less fearful about relapsing. This provides the space to engage in work-related activities, such as job searching and skill development; to develop an identity as a worker with a mental illness, rather than being consumed by their condition

Motivation: Developing ongoing motivation about working and career aspirations is crucial to sustaining work. Studies have linked positive motivation to improvements in work performance and stress management for people with mental health conditions.

Social and employer support: Connections with friends, family and community have been identified as a key factor to maintaining employment. Disclosure of mental illness to workplace supervisors also allows access to other types of organisational support such as employment breaks.

Both forms of support are important during periods of illness as well as wellness.

What's stopping people getting jobs in the current labour market?

The increasingly casual and part-time nature of the Australian labour market makes it challenging for anyone to find sustainable employment, and particularly so for people living with mental health conditions.

There is evidence to suggest that job seekers with disabilities who engage with DES tend to work in casual jobs, with many wanting to work more hours (Disability Employment Australia, 2015). Casual work undermines the financial stability of job seekers, and reduces the likelihood that employers will invest in the training and skills development of their workers (DEA, 2015 and DSS, 2015b).

But there are clearly additional barriers to participation in the labour market for people with mental health conditions that go deeper than those caused by casualisation. Australia's low OECD ranking (21st out of 29) on people with disability's participation in the labour market (OECD, 2010) indicates there is something we need to tackle in the way

The stigma around mental health creates a significant barrier for job seekers with mental health conditions.

we think about mental health and in the way we design our policies to enable people with mental health conditions to participate in work to their full potential.

The stigma around mental health creates a significant barrier for job seekers with mental health conditions. Somewhere between a third and two fifths of Newstart Allowance (NSA) and Disability Pension (DSP) recipients are likely to be living with a diagnosed

mental health condition (National Welfare Rights Network, 2015 and DSS, 2013). Research shows that employers feel that it is risky and costly to hire someone with such a condition (The Australian Human Resources Institute, 2011). People with mental illnesses face harassment and discrimination in the workplace (Family and Community Development Committee, 2012) and that many people prefer to not disclose their mental health conditions at work, which makes it difficult to seek appropriate support when they are unwell (Mental Health Council of Tasmania, 2015).

So there is clearly a need to educate employers and employees about mental health issues, as well as support employers to develop human resource and management practices that can open the labour market for job seekers and employees with mental health conditions.

Jenny Langworthy, Employment Consultant, Anglicare Tasmania's Disability Management Services observes that:

"The figures for absenteeism from work are highest in the group with some kind of mental health issues. If you look at it from an employer point of view ... days lost are going to really impact on that employer's business ... You need to be able to name it up ... and work out ways of managing that ... I know that there have been large employers that have [disability friendly] policies etc., but they can afford to have them. In Tasmania, they're not the major employers."

How can we design policies that enable sustainable work for people living with mental health conditions?

Current policy settings: get a job, any job

The Centrelink and DES systems are currently not working together to enable people's participation in employment. Their approaches pull job seekers with disabilities in different directions. Centrelink focuses on job search tasks, and ignores wellbeing, while Employment Services acknowledge health and wellbeing as important to getting a job, but assumes that health is linear rather than episodic.

For people receiving income support payments through Centrelink (such as the Disability Support Pension (DSP), Youth Allowance (YA) or Newstart Allowance (NA), 'successfully' gaining employment is measured in the number of hours a person is able to get work for, rather than in the suitability of the job. Fulfilling the tasks associated with a DSP, YA or NSA Job Plan is mandatory. But these plans focus on tasks like applying for jobs, attending interviews, and undertaking training rather than activities that build a job seeker's health and wellbeing. Although these activities relate to two of the factors leading to successful employment, noted earlier – developing motivation and a worker identity – they do not include other activities that may lead to sustainable employment, such as illness management or social connectedness and other factors, such as sustainable housing.

In parallel, DES' funding is predominantly based on placing people in work (any work), for a set number of hours over 13 and 26 weeks. The DES performance framework, or 'star' ratings, is also weighted based on 13 and 26 week employment outcomes, together with how many clients are placed in jobs over a time period and how long it takes for clients to obtain employment.

What the framework does not recognise is people's ongoing need for support to maintain health, wellbeing and connection, all of which are essential for successful engagement in employment. It also overlooks the need for some people with mental health issues to build up employment, or dial it back with the onset of illness.

While it is clearly not desirable for people to become reliant on services and that sustainable

What the framework does not recognise is people's ongoing need for support to maintain health, wellbeing and connection, all of which are essential for successful engagement in employment.

employment needs to remain as the main goal, our experience indicates that the current weightings do not support Disability Management Services like Anglicare Tasmania's to achieve sustainable employment outcomes for people living with mental health conditions.

A recent case within Anglicare Tasmania's Disability Management Services (DMS) illustrates the issues:

Sarah received a part payment from Newstart while she was working in childcare for 15 hours a week and studying a Cert II in Tourism. Her aim was to utilise both her childcare and tourism skills to work interstate. Centrelink changed her requirement to work from 15 to 23 hours without a new assessment.

"She was managing what she was doing, but then the 23 hour benchmark was brought into the picture. This added further pressure, and immediately affected her health," observed Tammy Townsend, Anglicare Tasmania's DMS Coordinator.

This increased the need for DMS support from fortnightly to three contacts per week.

"I believe that in time she can work 23 hours per week, but the pressure of trying to study, keep her current job, manage her health and seek additional hours of employment to meet her requirements was impacting upon her current capacity and progress. If we [got] the benchmark back to 15 hours, you would find that in six months she'd be working 23 hours per week. She hadn't been working for sometime prior and had

"She was managing what she was doing, but then the 23 hour benchmark was brought into the picture. This added further pressure, and immediately affected her health," observed Tammy Townsend, Anglicare Tasmania's DMS Coordinator.

only been working at 15 hours per week for a couple of months. This is where everything could come undone. You've got to be mindful. This is an employment program working with job seekers living with mental health barriers. The role is about much more than being an Employment Consultant. If you're going to work with people living with a disability, you've got to have some understanding of their barriers, support needs and what is required to achieve their goals."

Ways forward: holistic outcomes for achieving sustainable employment

We need to change how we think about DES' purpose, and what sort of activities are valued to achieve these aims, if services are to deliver sustainable employment. And we need a more holistic definition of what participation is for people with mental health conditions seeking work.

It is promising that discussions around the revised Disability Employment Framework have broadened employment outcomes for people with disability beyond simply increasing the number of people in any work, to include increasing the number of people with disability in long-term, sustainable employment and better meeting the career goals of people with disability (DSS 2015b).

So, given what we know needs to be in place to find and maintain meaningful employment for people with mental health conditions, how do we design policy settings that deliver this?

The DSS does offer some 'new ways of working' through the Federal Government's community grant agreements. Organisations are funded to deliver services that support individuals and families to achieve three outcomes: 'well being', 'independence' and 'participation' (DSS, 2015c). These outcomes send some valuable messages about all government investment in communities. Firstly, investment should have a clear and shared vision for what communities are working to achieve. And, secondly, to reach these ultimate outcomes, people need to achieve

steps along the way – shorter term outcomes – that are recognised in the measurement of success.

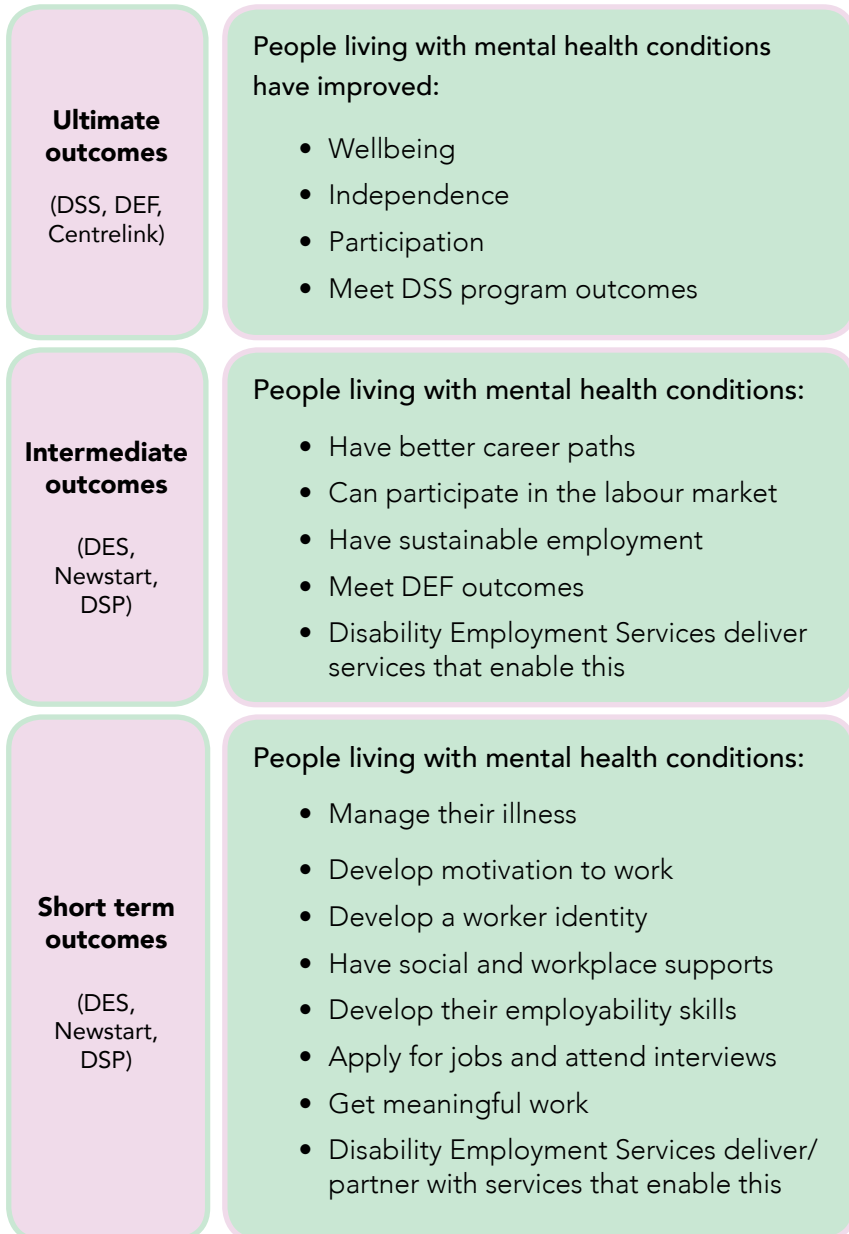
So how could DES be funded as one of the agencies that support people on their journey towards well being, participation and independence?

DES funding could be clearly linked to achieving success across the three outcomes flagged in the DEF discussions (see Figure 1, page 79), that is people are participating in the labour market (through skills development, jobseeking etc.), get meaningful employment at an intensity that suits their health with arrangements that help them keep their job, and have a better career path. But DES funding could also be linked to job seekers' success in achieving smaller steps along that journey.

The focus on supporting people to be employment-ready could then shift from activities simply about having the appropriate vocational skills and applying for jobs, to valuing activities that support people to manage their health effectively, develop motivation and a worker identity and have social, community and employment support. This enables them not just to get a job, but to keep it (see Figure 2, page 81).

But DES funding could also be linked to job seekers' success in achieving smaller steps along that journey.

Figure 1: Creating holistic Government outcomes to achieve sustainable employment for people living with mental health conditions



DES' 'success' should be measured across this suite of outcomes; not by the hours of work, or the length of employment services can secure for people. Success should include working either directly or in partnership with other services to deliver what it takes for people with mental health conditions to stay engaged with the labour market.

As Tammy Townsend observes:

"We would love to see an individual's progress measured. For example – perhaps the jobseeker initially struggled to walk through the service's front door, or required transport assistance, or was not working with an appropriate professional, such as a psychologist or doctor. It is a massive achievement for the person and the provider when the barriers are faced, addressed and decreased. Acknowledging a person's ability to go to an appointment unattended, engagement in treatment plans and participation in activities such as support groups or community gardens, these should be measurable outcomes."

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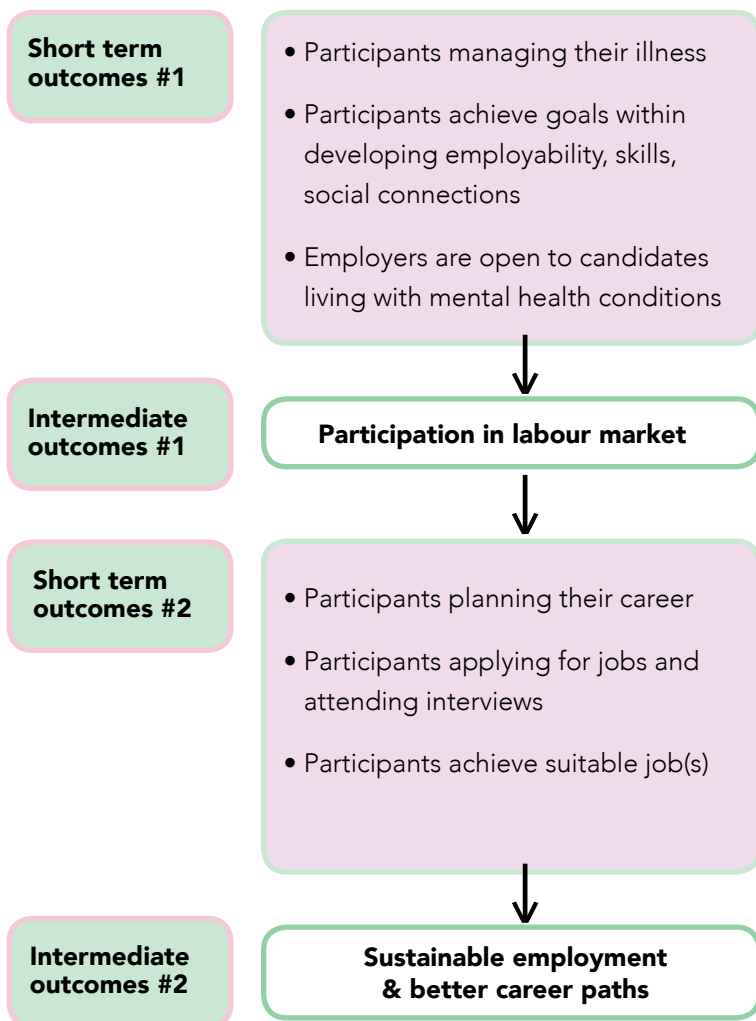
This is not an issue only concerning DES. If changes to DES outcomes were to further pull away from Centrelink's job search outcomes, we would still have clients being compelled to apply for and accept work that may not be suitable for their health in terms of the hours, the role itself and the conditions of employment. To avoid such perverse outcomes for people with disability, we also need to rethink what 'participation' looks like for people receiving YA, NSA and DSP. Rather than confining participation to looking for work, applying for a number of jobs every week and developing vocational skills, 'participation' could recognise a suite of activity to maintain health and connection.

Jenny Langworthy explains:

"If people managing illness are spending most of their time at home and not engaging with the community around them, then the very idea of going to work for so many hours a week can be overwhelming. So it is important for people to have meaningful opportunities to be engaged in the community generally. Rather

than seeing [mutual obligation] as punitive, seeing it as, “this is my pay for the week” and recognising that “my pay involves that on Wednesdays I do such and such and on Thursdays I do something else”. This provides the hope for a life which includes vocational participation.”

Figure 2: Potential Outcomes for Disability Employment Services and Newstart / Disability Support Pension



Working within a model of what it takes to get people into sustainable employment, we would, of course, need to ensure that any compliance measures Centrelink used to enable job seekers to ‘participate’ in this broader way were designed in a supportive, rather than a punitive manner.

This approach also helps us to think about strategic investment in the types of activities that are likely to achieve these outcomes, such as:

Supporting illness management through health partnerships: Examples of this include the model being piloted by specialist Disability Employment Service provider, EPIC, which has a Clinical Psychologist working alongside Employment Advisers and employers to provide a more holistic and ongoing package of support for people with mental health issues and those who employ them. (See previous chapter by David Law).

Developing motivation and a worker identity through active career planning and Individual Placement and Support: An example is the Federal Government’s trial partnership with Headspace for young people with mental health conditions, which matches job seekers with employers who have suitable jobs and then supports both the employers and employees over time to ensure the relationship is sustainable.

Developing employer support through partnering on initiatives that tackle stigma and changing workplace culture and practices: One such initiative is National Disability Service Tasmania’s forthcoming project to raise Tasmanian employers’ awareness of the benefits of employing people with disability, including those living with mental illness, and to work with employers to look at developing HR strategies that support the employment and retention of Tasmanians with disability in the workplace.

Developing social support through employment services being embedded with other community supports people can access: An example is Anglicare Tasmania’s integrated support services model, which offers holistic assessment and support of people’s needs, from housing, through to financial counselling and mental health services via one ‘front door’.

We know that wellbeing, independence and participation are all part of the recovery journey for people living with mental illness. Placing DES within the suite of services needed to deliver these outcomes would allow DES and other community and health services to make the links and partnerships needed to provide holistic support for a successful recovery, including sustainable employment and better career prospects for people living with mental health conditions. This more holistic outcomes framework would have the potential to redefine what it is for a person living with a mental health condition to participate in their own employment outcomes.

Rather than reinventing the wheel, the Federal Government has an opportunity to integrate Disability Employment Services into DSS' existing community outcomes framework, ensuring all services are holistically working towards wellbeing, independence and participation for people living with mental health conditions.

For more on this research, please go the Anglicare Tasmania's Social Action and Research Centre website: <https://www.anglicare-tas.org.au/service/social-action-and-research-centre>

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Lindsey Moffatt, Anglicare Tasmania

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AFTERWORD

Kasy Chambers

The research report (*Jobs Availability Snapshot*) that underpins this 2016 publication of *State of the Family* confirms what we have all long known: jobs for those without developed skills and experience are hard to come by.

The stories told here tell us two things.

Firstly, that we must invest in people to bring them into a position where they are ready for work and that we must continue to invest in order to keep them there.

Secondly, that given there are simply not enough jobs to go around for the foreseeable future, we must be more compassionate to those without jobs and find other ways to elicit well-being, participation and inclusion in our society.

This report demonstrates how when we invest in individuals, we see real results. We see people taking steps on a path to employment and participation, and also towards fulfillment and the maximising of their potential. It also shows how as a society we do not yet have the answers to unemployment or underemployment, and we will not uncover them by worrying away at the unemployed individual.

The stories from Western Australia and South Australia tell us this. No amount of job readiness can repair the economic crisis being felt in Western Australia; nor the industrial re-structuring being endured in South Australia.

We need to interrogate our societal assumption that people have worth because they contribute to the economy and consume.

What does this mean for how we think about older people or children, as well as those of working age who currently are not in work?

We also need to examine how work is changing and determine whether we are happy to turn our back on the gains made to achieve safe and involved workplaces, minimum hours and award-level wages.

Investing in people is what we do at Anglicare. Investing in people's ability and capacity to contribute and participate pays huge dividends. However like any investment, we need to be in it for the long term. And like any investment, the higher the input, the greater the reward and the longer lasting its effects.

As governments increasingly talk about investment at a policy level, it is important for us to point out that cheap or hurried investments offer poor returns.

Investing in people is complex and requires individualised approaches to be successful.

Once-off, short-term courses that do not have a line of sight to an available job will not solve the jigsaw puzzle of matching the worker and the job.

We need to work with individuals to ensure that they are reaching their full potential, and that in doing that, they are ready for work.

However we also need to be open to having a large-scale conversation about a new social compact.

This new social compact should be one that cares well for people who find themselves without work; one that finds other ways for people to find their worth in society and that also values the importance of secure work with enough hours at a fair pay.

We need an approach that assures the worth of, rather than points blame at, those people who find themselves in the wrong part of the economic

cycle; the wrong part of the country; having backed the wrong horse in terms of their training; or just too young or too inexperienced in the world of work.

The German philosopher Immanuel Kant said no person should be treated as a means to an end, but that being human is an end in itself.

When we look at the toll that economic restructuring takes on those caught in it, we are dangerously close to treating people as well-behaved, efficient, automated servants of the false god of the economy.

Building a society where people can contribute and participate and reach their potential is not only our responsibility, but it is also what makes us human and distinguishes us from cogs in a wheel.

Kasy Chambers

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Kasy Chambers is Executive Director of Anglicare Australia, a network of 36 agencies, more than 20,000 staff and volunteers, working with over 900,000 clients annually across Australia. Kasy is an accomplished CEO with extensive national experience in the community sector and government. She brings widespread hands-on experience in policy, advocacy, government relations, service provision, community development, and corporate governance.

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People wishing to find out more about the report or to purchase copies should contact Anglicare Australia at +61 2 6230 1775 or anglicare@anglicare.asn.au





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