

**EMPLOYMENT**

**SUPPORTING MATERIAL**







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## EMPLOYMENT

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1. This Chapter provides supplementary material to the Employment Chapter of the Report. It covers Indigenous employment and unemployment, and government programs and services in place to address the needs of Indigenous people.

### INDIGENOUS EMPLOYMENT AND UNEMPLOYMENT

2. This section provides definitions of the labour force measures used by the Australian Bureau of Statistics (ABS), discusses issues affecting the interpretation of the data, and profiles the employment of Indigenous people relative to non-Indigenous people.

### LABOUR FORCE STATUS

#### *Definitions*

3. In the Report, measures of employment status are based on working age populations, aged 15-64 years. The ABS, however, uses broader measures of labour force status based on populations aged 15 and over. The number of people who remain in the workforce beyond age 64 is relatively small. But, because of the differences in the age structure of Indigenous and non-Indigenous populations, the use of 15-64 year old populations rather than 15 and over populations, will have some impact on the comparisons of relative employment status. However, any change to the ranking of regions is likely to be very small<sup>1</sup>.

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<sup>1</sup> Consider, for example, the ratio of the Indigenous employment rate in each region to the Australian average employment rate. It would change if the 15 and over population were used — mainly because of the fall in the Australian average employment rate which results when its calculation is based on the 15 and over population compared with the 15-64 year old population. When based on 15 and over populations, the ratio of the Indigenous employment rate to the Australian average employment rate would be higher, for each region, because the Australian average employment rate would be lower by a constant proportion. On the top line, the Indigenous employment rate would change very little. Therefore, taking both effects into account, the rankings of regions relative to one another would hardly change.

4. The following sections set out the broader definitions of labour force status employed by the ABS<sup>2</sup>:

- (i) **Labour force** — the number of persons aged 15 years and over who are either employed or unemployed. Employment is recorded when a person has done any work for payment or profit in the previous week. Unemployment is recorded when a person actively looked for work in the previous four weeks, was available to start work in the previous week, but did not work in that week. Others surveyed but not falling into these groups are classified as not in the labour force.
- (ii) **Labour force participation rate** — the number in the labour force as a proportion of the population aged 15 years and over.
- (iii) **Unemployment rates** — the number unemployed as a percentage of the number in the labour force. The employment rate is calculated as the complement to the unemployment rate, that is, 100 minus the percentage unemployment rate.
- (iv) **Employment to population rate** — a broader measure of the rate of employment, expressing the number recorded in employment as a proportion of the population aged 15 years and over. This measure avoids differences due to variations in labour force participation across different locations.

5. While these measures are used for all groups, there are significant differences in frequency and methods of surveying employment status, and in the characteristics of the workforce of Indigenous people. The differences are discussed in the following sections. It is important to be aware of these in interpreting the labour force statistics, particularly when comparing statistics for Indigenous and non-Indigenous people.

### ***Data Sources, Currency of Labour Force Information, and Other Issues***

6. Information about the labour force status of Indigenous people is not available on the same basis as for non-Indigenous people. Employment figures for the general Australian population are reported monthly from a national survey of people over the age of 15 years — the Monthly Labour Force Survey (MLFS), conducted by the ABS. Data on Indigenous people have been recorded under the MLFS since 1994, but were reported for the first time in late 2000<sup>3</sup>. The data were published as ‘experimental estimates’ at national level only, with cautions about reliability because of small sample size. The ABS plans to publish annual updates to these labour force estimates for the Indigenous population. Subject to the caveats on reliability, the estimates show that in February 2000:

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<sup>2</sup> [Definitions are based](#) on ABS, *Census of Population and Housing, Aboriginal and Torres Strait Islander People 1996, 2034.0* pp92-96.

<sup>3</sup> ABS, *Occasional Paper: Labour Force Characteristics of Aboriginal and Torres Strait Islander Australians, Experimental Estimates from the Labour Force Survey, 6287.0*.



- (i) the labour force participation rate for Indigenous people was 52.9 per cent compared to 63.7 per cent for non-Indigenous people;
- (ii) the employment to population ratio for Indigenous people was 44 per cent (treating CDEP participation as employment) compared to 59 per cent for others; and
- (iii) the unemployment rate for Indigenous people was 17.6 per cent (treating CDEP participation as employment) compared to 7.3 per cent for others.

7. The estimates of the unemployment rate indicate that there has been improvement since 1994. However, the ABS maintains its strongest cautions on interpreting the data over time.

8. A comprehensive account of the employment situation of Indigenous People is reported only every five years under the ABS Census of Population and Housing<sup>4</sup>. Periodic surveys also add to the series of data available, for example the 1994 National Aboriginal and Torres Strait Islander Survey (NATSISS)<sup>5</sup>. It is important to note, however, that there can be important differences among the surveys in the way that labour force is derived, leading to difficulties with comparability of findings.

9. Another key difference concerns the CDEP Scheme, which makes the employment statistics for Indigenous people characteristically different from those of non-Indigenous People. Participation in CDEP is recorded in the official labour force statistics as employment, and CDEP is estimated to account for three in every ten current jobs held by Indigenous people<sup>6</sup>. CDEP lifts the labour force participation rates in the remote Cooktown, Kununurra, Derby and Ceduna regions to well above the national Indigenous average, with corresponding lower levels of unemployment. Care is clearly required when using labour force statistics to assess the socio-economic circumstances and needs of Indigenous people in these regions.

10. There are important issues in the reckoning of CDEP employment based on 1996 Census data. According to administrative data held by ATSIIC, there were more than 28 000 Indigenous people participating in CDEP at the time of the 1996 Census, but only 12 259 persons were reported in CDEP employment by the Census. Even allowing for the policy position of the time that non-working spouses of participants could also be included under the program, this represents a significant under enumeration. It is also possible that under-counting differs between regions because of differing counting methods in remote

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<sup>4</sup> See ABS, *Census of Population and Housing, Aboriginal and Torres Strait Islander People, 2034.0*, which includes selected employment data by State and ATSIIC region. There are individual publications for each State.

<sup>5</sup> The ABS has developed a strategy for collecting Indigenous statistics in response to community demand for better information. See ABS, *Directions in Australia's Aboriginal and Torres Strait Islander Statistics*, March 2000.

<sup>6</sup> Calculated from figures for CDEP and total jobs in Table 1, Revised Indigenous employment estimates: 1996-2006, in Hunter and Taylor, CAEPR, *Revised estimates of Indigenous jobs growth and unemployment 1998-2006*.

localities<sup>7</sup>. A possible effect of the under-counting may be overstatement of mainstream employment — people may have indicated they were in employment but not through CDEP. Other effects are possible, however, according to CDEP participants' perceptions of their employment status.

11. CDEP has grown significantly since the 1996 Census. In the Employment Chapter of the Report, current administrative data on CDEP participants, together with current estimates of the Indigenous population, are used as the most suitable estimates of CDEP participation rates.

### ***Regional Profile of Labour Force Status***

12. Table 1 profiles Indigenous labour force statistics in the 1996 Census. This is the most current survey data on the Indigenous employment situation reported below national level. Subject to the comments on reliability of CDEP data outlined above, this table shows that labour force participation rates varied widely around a national average of 52.7 per cent:

- (i) from lows of 31 per cent in Apatula and 38 per cent in Nhulunbuy; to
- (ii) highs of 64 per cent in Cooktown, 61 per cent in Derby and Tasmania, 60 per cent in Kununurra, and 59 per cent in Wangaratta and Sydney.

13. Across the regions the economic circumstances underlying these statistics are extremely diverse, with CDEP the most significant factor in those remote regions with high labour force participation rates.

14. The labour force participation rates shown in Table 1 are expressed as an index against the national average and sorted from highest to lowest in Table 2.

## **STRUCTURE OF THE INDIGENOUS WORKFORCE**

### ***Employment by Occupation***

15. The disadvantage of Indigenous people in the labour force is exacerbated also in the lower skill levels of the jobs that they hold. Figure 1 shows the proportions of jobs by occupational categories for the Indigenous and total workforces. The predominance of labouring in the Indigenous workforce is apparent — nearly 25 per cent of all jobs.

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<sup>7</sup> A series of Special Indigenous Forms (SIF) were used by Census staff in Western Australia, South Australia, Northern Territory and Queensland, within nominated Indigenous communities. These specifically mentioned CDEP in relation to recent paid employment.

**Table 1** PROFILE OF INDIGENOUS LABOUR FORCE STATUS, 1996

ATSI Region	Indigenous population aged 15 and over	Participation rate	Employment population ratio	Unemployment rate
	No.	%	%	%
<b>New South Wales</b>				
Sydney	20 983	59.1	47.1	20.4
Queanbeyan (includes ACT)	5 405	57.4	43.0	25.0
Binaal Billa (Wagga Wagga)	10 275	50.4	35.1	30.34
Murdi Paaki (Bourke)	4 364	48.6	35.1	27.8
Kamilaroi (Tamworth)	6 283	48.9	32.7	33.2
Many Rivers (Coffs Harbour)	14 527	52.6	35.6	32.3
<b>Victoria</b>				
Binjurr (Wangaratta)	6 461	59.4	47.7	19.8
Tumbukka (Ballarat)	6 675	57.0	43.9	23.0
<b>Queensland</b>				
South East Queensland (Brisbane)	16 241	57.9	43.4	25.1
Goolburri (Roma)	4 979	52.6	38.2	27.5
Central Queensland (Rockhampton)	6 477	53.7	35.8	33.4
Townsville	8 531	53.1	40.5	23.8
Cairns and District	9 002	50.9	39.9	21.5
Gulf and West Queensland (Mt Isa)	3 991	51.5	41.3	19.8
Peninsula (Cooktown)	3 774	63.7	61.6	3.3
Torres Strait	3 570	58.4	52.8	9.5
<b>Western Australia</b>				
Perth Noongar	10 653	48.3	35.0	27.5
Kaata-Wangkinyinyi (Narrogin)	3 623	47.6	37.8	20.6
Yamatji (Geraldton)	2 952	46.3	34.9	24.6
Ngarda-Ngarli-Yarndu (Sth Hedland)	2 639	50.1	38.4	23.4
Kullari (Broome)	2 071	56.5	50.8	10.0
Malarabah (Derby)	2 478	61.0	57.1	6.4
Wunan (Kununurra)	2 402	60.0	55.4	7.6
Western Desert (Warburton)	1 849	43.7	42.1	3.6
Wongatha (Kalgoorlie)	1 907	44.9	35.1	21.7
<b>South Australia</b>				
Patpa Warra Yunti (Adelaide)	7 680	53.1	38.9	26.7
Wangka-Willurrara (Ceduna)	1 071	58.4	49.6	15.0
Nulla Wimila Kutju (Port Augusta)	3 624	54.5	42.3	22.5
<b>Tasmania</b>				
Tasmania	8 227	61.0	48.6	20.2
<b>Northern Territory</b>				
Yilli Rreung (Darwin)	5 628	48.4	37.1	23.2
Jabiru	4 799	42.4	34.1	19.6
Miwatj (Nhulunbuy)	4 368	37.7	35.6	5.6
Garrak-Jarru (Katherine)	4 229	51.0	42.6	16.4
Yappakurlangu (Tennant Creek)	2 082	40.1	33.3	17.1
Papunya (Apatula)	4 877	31.4	24.8	21.0
Alice Springs	2 877	44.0	37.0	16.0
Total	211 574	52.7	40.8	22.7

Source: ABS, *Census of Population and Housing 1996. Aboriginal and Torres Strait Islander People, Australia.* 2034.0.

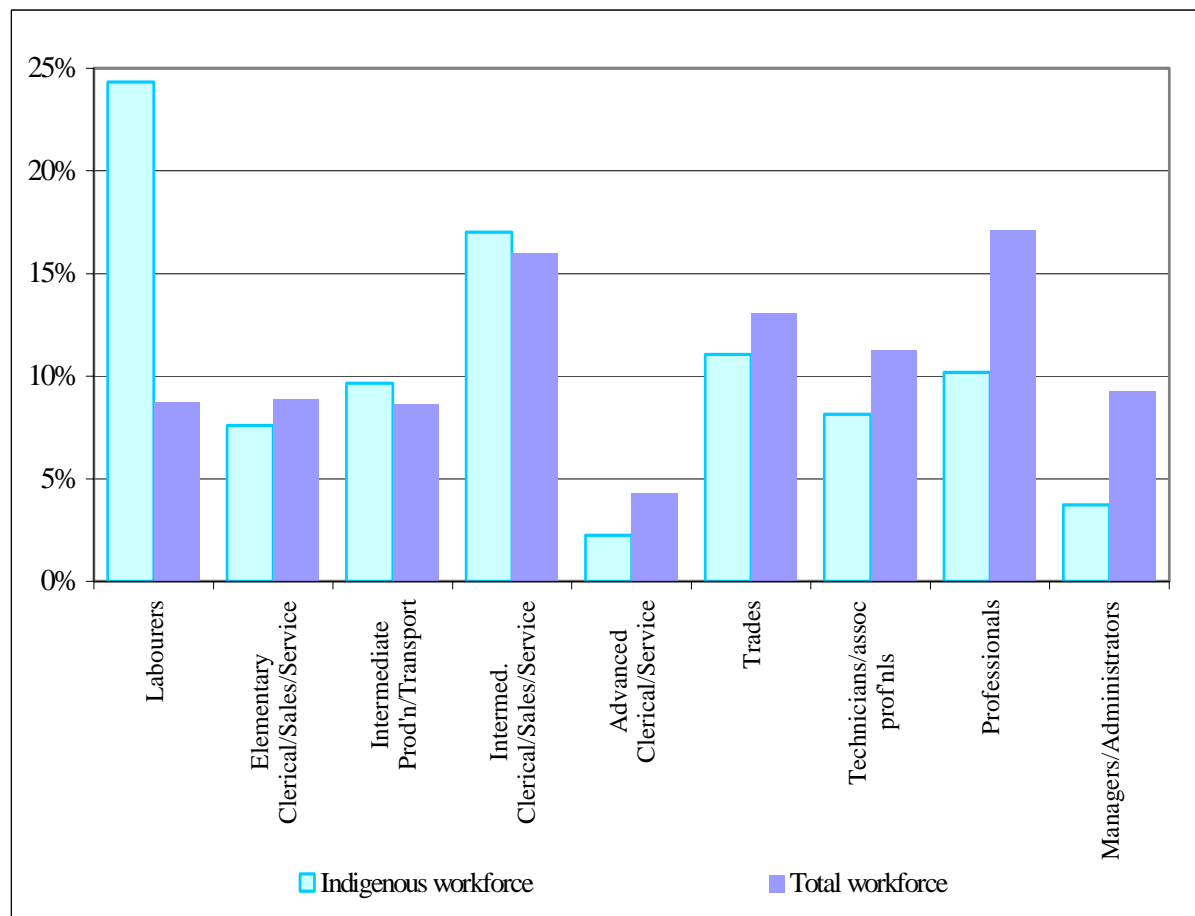
**Table 2** ILLUSTRATIVE INDEX OF INDIGENOUS LABOUR FORCE PARTICIPATION RATES, 1996<sup>(a)</sup>

ATSI Region	Index	ATSI Region	Index	ATSI Region	Index	ATSI Region	Index
Cooktown	1.21	Queanbeyan	1.09	Mount Isa	0.98	Narrogin	0.90
Derby	1.16	Ballarat	1.08	Katherine	0.97	Geraldton	0.88
Tasmania	1.16	Broome	1.07	Cairns	0.96	Kalgoorlie	0.85
Kununurra	1.14	Port Augusta	1.03	Wagga Wagga	0.95	Alice Springs	0.83
Wangaratta	1.13	Rockhampton	1.02	South Hedland	0.95	Warburton	0.83
Sydney	1.12	Adelaide	1.01	Tamworth	0.93	Jabiru	0.80
Ceduna	1.11	Townsville	1.01	Bourke	0.92	Tennant Creek	0.76
Torres Strait	1.11	Roma	1.00	Darwin	0.92	Nhulunbuy	0.72
Brisbane	1.10	Coffs Harbour	1.00	Perth	0.92	Apatula	0.59

(a) Ratio of Indigenous labour force participation rate for each ATSI region to national Indigenous labour force participation rate. Australia equals 1.00.

Source: ABS Census of Population and Housing, 1996.

**Figure 1** INDIGENOUS AND TOTAL EMPLOYMENT PROPORTIONS BY OCCUPATION, 1996



Source: ABS Census of Population and Housing, 1996.

16. Table 3 shows the proportion of the Indigenous workforce in each occupational grouping, relative to the proportion of non-Indigenous workforce in each occupational grouping in each State. The data confirm the profile illustrated in Figure 1.

17. It can be seen that the relative incidence of labouring occupations is highest in the Northern Territory (a multiple of more than five times the non-Indigenous rate), followed by Western Australia and Queensland; and lowest in the ACT, Victoria and Tasmania. The table also shows that Indigenous workers are more heavily represented than non-Indigenous workers in intermediate production and transport jobs as well as intermediate clerical sales and service jobs.

**Table 3** ILLUSTRATIVE INDEXES OF INDIGENOUS AND NON-INDIGENOUS EMPLOYMENT, PROPORTIONS BY OCCUPATION, 1996<sup>(a)</sup>

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Managers and Administrators	0.46	0.56	0.32	0.31	0.47	0.62	0.79	0.29	0.40
Professionals	0.63	0.70	0.59	0.54	0.72	0.46	0.64	0.57	0.59
Technicians and Associate Professionals	0.75	0.90	0.69	0.69	0.80	0.71	1.14	0.50	0.72
Advanced Clerical and Service Workers	0.59	0.62	0.47	0.48	0.54	0.78	0.84	0.42	0.52
Intermediate Clerical, Sales and Service Workers	1.21	1.18	0.97	0.94	1.14	1.08	1.47	0.86	1.06
Intermediate Production and Transport Workers	1.26	1.25	1.15	0.98	0.83	1.43	1.06	0.83	1.12
Tradespersons and Related Workers	1.00	1.11	0.77	0.67	0.85	1.25	1.15	0.42	0.85
Elementary Clerical, Sales and Service Workers	0.90	0.93	0.83	0.78	0.88	1.10	0.80	0.82	0.86
Labourers and Related Workers	2.10	1.50	3.07	3.32	2.21	1.56	1.10	5.09	2.85
Inadequate Description	1.88	1.43	1.84	6.86	3.46	1.53	1.69	4.18	2.74
Not Stated	2.22	2.22	2.02	2.38	2.23	1.50	1.28	2.30	2.17

(a) Indexes are the ratio of the proportion of the Indigenous workforce in each occupation within a State, to the proportion of the non-Indigenous workforce in each occupation within that State. A ratio of 1.00 would indicate an equal level of participation of the workforces in the same occupation.

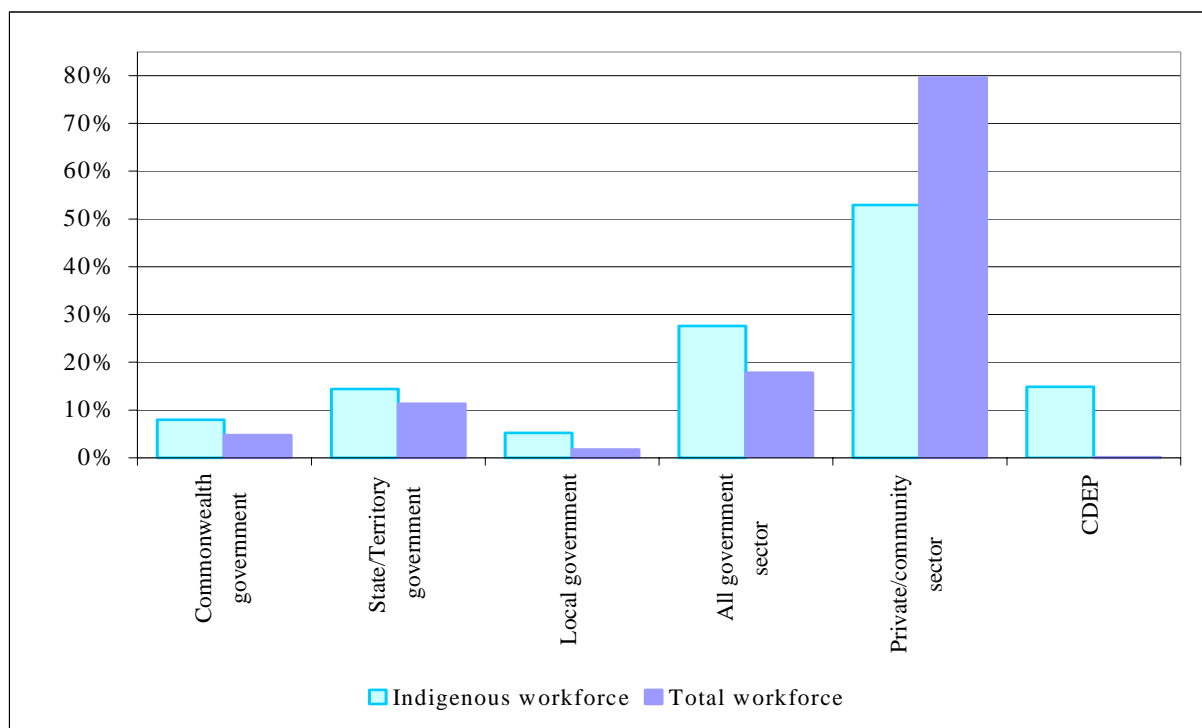
Sources: ABS Census of Population and Housing, 1996. CGC calculations.

### **Employment by Sector**

18. A further characteristic of the Indigenous workforce is the predominance of publicly funded employment. This consists of employment in Commonwealth, State and local government services, CDEP employment and other jobs with Indigenous community organisations.

19. Table 4 gives the 1996 Census data for employment by sector. 'Private Sector' covers all other than government employment and includes jobs with community organisations, which are largely reliant on funding by public grants. The data in Table 4 are graphed in Figure 2.

**Figure 2** INDIGENOUS AND TOTAL EMPLOYMENT BY SECTOR, 1996



Source: ABS Census of Population and Housing, 1996.

**Table 4** INDIGENOUS AND TOTAL EMPLOYMENT BY SECTOR, 1996

	Indigenous workers		All workers	
		%		%
Commonwealth government	6 571	8.0	364 252	4.8
State government	11 850	14.4	862 904	11.3
Local government	4 331	5.3	133 636	1.8
Total government	22 752	27.6	1 360 792	17.8
Private/community sector	43 586	52.9	6 080 037	79.6
CDEP	12 261	14.9	12 218	0.2
Not stated	3 747	4.6	183 272	2.4
Total	82 346	100.0	7 636 319	100.0

Source: ABS Census of Population and Housing, 1996.

20. Table 5 gives the proportion of the Indigenous workforce by sector relative to the proportion of total work force by sector. While local government employment is a small proportion of total employment in both the Indigenous and total work forces, Indigenous participation in local government employment is high relative to the total work force (but this might be because of how some CDEP participants were classified). Indigenous participation in the private sector is below the Indigenous national average in the Northern Territory and South Australia, and to a lesser extent in Western Australia and Queensland.

**Table 5** ILLUSTRATIVE INDEXES OF INDIGENOUS EMPLOYMENT BY SECTOR, 1996<sup>(a)</sup>

	NSW	Vic	Qld	WA	SA	Tas	NT	ACT	Total
Commonwealth Government	2.00	2.36	1.79	2.23	1.91	1.28	0.63	1.34	1.67
State Government	1.40	1.10	1.23	1.29	1.17	0.78	0.62	0.85	1.27
Local Government	2.77	1.28	3.20	2.42	2.32	1.19	3.53	2.13	3.01
Total Government	1.68	1.49	1.58	1.60	1.43	0.92	0.86	1.23	1.55
Private Sector	0.79	0.87	0.63	0.62	0.54	1.00	0.46	0.77	0.66

(a) Indexes are the ratio of the proportion of Indigenous workforce in each sector and the proportion of total workforce in each sector within that State. A figure of 1.0 would indicate an equal level of participation within both workforces. CDEP employment has been included in calculations.

Source: ABS, *Census of Population and Housing*, 1996.

### ***Employment by Industry***

21. Table 6 sets out the Indigenous work force by industry. It shows that the 'Government Administration and Defence' and 'Health and Community Services' industries — both of which are heavily reliant on public funding — employ 35 per cent of all Indigenous people. These two industries account for more than 60 per cent of Indigenous workers in the Northern Territory.

**Table 6** INDIGENOUS EMPLOYMENT BY INDUSTRY, 1996

	NSW <sup>(a)</sup>	Vic	Qld	WA	SA	Tas	NT	Total
	%	%	%	%	%	%	%	%
Agriculture, Forestry and Fishing	3.7	3.7	4.6	4.1	4.1	8.8	2.1	4.1
Mining	0.8	0.4	2.1	2.9	0.6	1.0	1.6	1.5
Manufacturing	8.8	13.2	6.7	4.0	7.1	13.3	0.9	7.0
Electricity, Gas and Water Supply	1.0	0.5	0.5	0.5	0.3	0.3	0.2	0.6
Construction	1.6	5.4	5.1	4.6	3.0	6.8	2.3	3.7
Wholesale Trade	3.7	3.8	2.0	1.6	1.9	4.1	0.8	2.5
Retail Trade	9.8	10.2	6.9	4.9	5.7	14.7	3.7	7.6
Accommodation, Cafes and Restaurants	4.9	3.6	3.8	1.9	2.7	4.1	1.4	3.5
Transport and Storage	4.3	4.3	4.3	2.1	2.2	4.1	1.5	3.5
Communication Services	2.3	4.6	1.9	1.7	3.0	1.4	0.5	2.0
Finance and Insurance	1.6	1.5	0.7	0.6	0.7	1.8	0.3	1.0
Property and Business Services	7.8	7.2	5.9	5.4	6.1	5.2	2.8	6.1
Government Administration and Defence	10.1	7.2	20.4	7.7	7.8	6.6	37.6	15.4
Education	8.3	6.9	7.5	8.3	11.9	5.3	7.8	8.0
Health and Community Services	14.0	13.4	17.3	32.8	27.4	10.0	26.6	19.6
Cultural and Recreation Services	2.8	3.0	2.0	1.5	2.6	2.0	1.8	2.2
Personal and Other Services	4.9	5.1	3.6	8.5	6.5	4.3	3.0	4.9
Non-classifiable/ Not Stated	5.6	6.0	4.8	6.8	6.5	6.2	5.1	5.6
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

(a) Includes the ACT

Source: ABS, *Census of Housing and Population, 1996*



## MAINSTREAM EMPLOYMENT PROGRAMS

### JOB NETWORK

#### *Employment Assistance Policy Statement and Indigenous people*

22. The Commonwealth Government's current employment policy statement<sup>8</sup> in relation to intensive employment assistance and arrangements for special groups is as follows.

The Government is committed to ensuring that its new arrangements for labour market assistance are sensitive to the needs of special groups including Aboriginal and Torres Strait Islander peoples, people with disabilities, youth and sole parents. To reflect the particular needs of these groups the Government will:

- provide dedicated officers in the service delivery agency such as ... Aboriginal Contact Officers who will facilitate specialist assistance to job seekers with specific needs and help them to access assistance in the employment placement market;
- ensure that funding allocations and selection guidelines for intensive employment assistance provide an equitable share of total assistance for these groups;
- develop special assessment criteria for use by agency staff to determine access to intensive employment assistance and appropriate levels of such assistance;
- ensure that outcomes definitions and payment arrangements for intensive employment assistance reflect the special needs of these groups; and
- maintain discrete programs of assistance ... which cater specifically for their needs.

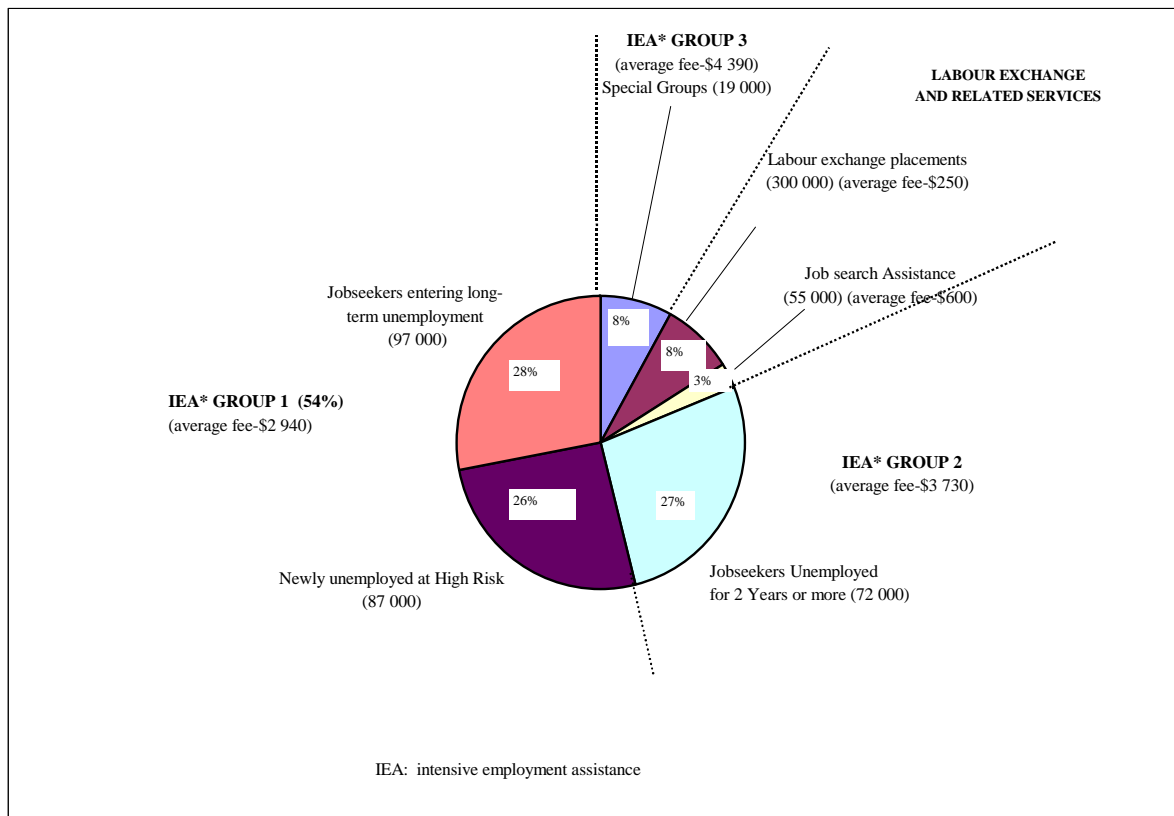
23. The statement describes the 'cashing out' of the former labour market programs to fund employment placement, but with special provisions to retain an Indigenous-specific program — the employment strategies element of the Training for Aboriginals and Torres Strait Islanders Program (TAP).

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<sup>8</sup> Department of Employment, Education, Training and Youth Affairs, *Reforming Employment Assistance – Helping Australians into Real Jobs, August 1996, Ministerial Statement by Senator the Hon Amanda Vanstone, Minister for Employment, Education, Training and Youth Affairs*, p41.

24. While total expenditure for the Job Network in 1999-2000 is included in Chapter 9 of the Report, a split of funding by type of service is not available. From the employment policy statement, it appears that about 90 per cent of the indicative budget of \$1 billion was planned to be allocated to intensive employment assistance.

**Figure 3** EMPLOYMENT PLACEMENT SERVICES – ALLOCATION OF INDICATIVE BUDGET, 1996



Source: Department of Employment, Education, Training and Youth Affairs, *Reforming Employment Assistance – Helping Australians into Real Jobs*, August 1996, Ministerial Statement by Senator the Hon Amanda Vanstone, Minister for Employment, Education, Training and Youth Affairs, Chart 9.2, p60.

### **Job Network Services**

25. There are four services delivered under contract by the Job Network members. Not all Job Network members are funded to provide all services. The services are:

- (i) **Job Matching** — labour exchange services which are available to most job seekers who are working less than 15 hours per week with jobs. These services canvass employers for vacancies, refer suitable job seekers and assist them in preparing resumes. Job Matching services are offered by around 160 Job Network members from nearly 1 750 sites and assist about 400 000 job seekers a year.

- (ii) **Job Search Training** — services which provide 15 consecutive days of training in job search techniques, which may include interview techniques and presentation, course-based assistance and other strategies. Job Search Training is targeted to job seekers unemployed for between three and twelve months. Services are offered by over 90 Job Network members from more than 680 sites, with about 90 000 participants annually.
- (iii) **Intensive Assistance (IA)** — individually tailored assistance to long term unemployed or otherwise disadvantaged job seekers who are at considerable risk of becoming long term unemployed. Services are provided for up to 12 months for ‘funding-level A’ job seekers and 15 months for ‘funding-level B’ job seekers (those most disadvantaged), with negotiated extensions of up to six months. To overcome barriers to employment, Job Network members provide a variety of assistance which may include:
- vocational training;
  - work experience;
  - training in literacy, numeracy or English as a second language;
  - employer incentives including wage subsidies;
  - workplace modifications or post placement support; and
  - providing or subsidising fares, clothing or equipment to secure employment.

Job seekers gain access to Intensive Assistance based on their personal circumstances and other work related information they volunteer.

- (iv) **New Enterprise Incentive Scheme (NEIS)** —NEIS assists eligible job seekers who have an idea for a viable new small business to establish their self-employment venture. NEIS is delivered by specialist providers, who have expertise in small business development. Business ideas must meet commercial eligibility criteria.

### ***The Job Seeker Classification Instrument (JSCI)***

26. The JSCI is an objective classification tool which is used to estimate the relative labour market disadvantage of job seekers. The JSCI identifies those job seekers most in need of Intensive Assistance and classifies them into appropriate funding levels. Research conducted during the development of the JSCI indicated that no single job seeker characteristic (such as Indigenous status) was an adequate measure of labour market disadvantage. Rather, the full range of each individual’s characteristics needed to be considered to determine with reasonable accuracy which individual job seekers from any group are most disadvantaged and in need of Intensive Assistance.

27. Centrelink customer service officers interview job seekers and ask questions to collect information on a total of eighteen factors (personal characteristics or employment barriers) included in the JSCI. These are<sup>9</sup>;

- (i) age;
- (ii) educational attainment;
- (iii) vocational qualifications;
- (iv) duration of unemployment;
- (v) recency of work experience;
- (vi) family (marital) status;
- (vii) geographic location and Aboriginal and Torres Strait Islander status;
- (viii) geographic location and Australian-born South Sea Islander status;
- (ix) geographic location and other Australians;
- (x) transport;
- (xi) contactability;
- (xii) proximity to the labour market;
- (xiii) country of birth;
- (xiv) language and literacy;
- (xv) disability or medical condition;
- (xvi) stability of residence;
- (xvii) disclosed ex-offender; and
- (xviii) disadvantage resulting from personal factors requiring professional or specialist judgement (secondary classification).

28. Each factor is assigned a numerical weight, indicative of the average contribution the factor makes to the difficulty of placing a job seeker into employment. The points are summed to give a JSCI score. The Department establishes the score level at which access is available to Intensive Assistance and the levels attract particular rates of funding under Intensive Assistance. Table 7 gives the details of the JSCI scores which have applied since the commencement of Job Network.

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<sup>9</sup> Department of Employment, Education, Training and Youth Affairs, *Job Seeker Classification Instrument (JSCI)*, 1998.

**Table 7** JSCI BANDWIDTHS FOR INTENSIVE ASSISTANCE, SINCE 1 MAY 1998

ESC1 <sup>(a)</sup> funding level	JSCI bandwidths for ESC1			ESC2 funding levels	JSCI bandwidths for ESC2 since 28 February 2000
	1 May 1998 to 22 July 1998	23 July 1998 to 25 July 1999	26 July 1999 to 27 Feb 2000		
3.1	27 to 34	26 to 33	24 to 30	A	24 to 32
3.2	35 to 44	34 to 41	31 to 38	B	33 and above
3.3	45 and above	42 and above	39 and above		

(a) Employment Services Contract periods 1 or 2.

Source: Department of Employment, Workplace Relations and Small Business (DEWRSB).

29. The bandwidths are varied from time to time to manage the numbers of job seekers under Intensive Assistance within the overall budget for Job Network. In the 1997 departmental review of the JSCI, a weight of 12 points was generated for Aboriginal and Torres Strait Islander status. The 1999 departmental review of the JSCI found that 92 per cent of Indigenous job seekers with a JSCI score were at levels making them eligible for Intensive Assistance. That review also found, however, that a higher proportion of Indigenous job seekers had not had the JSCI applied, compared to other job seekers.

### *Intensive Assistance*

30. ***Intensive Assistance provider sites.*** Table 8 gives data on the distribution of the approximate total of 1140 service sites for Intensive Assistance (IA). The data show a strong bias to metropolitan and major regional areas, consistent with the distribution of the general Australian population. Significant numbers of part time and outreach sites are evident in the Wagga Wagga, Coffs Harbour, Ballarat and Adelaide regions.

31. Maps showing the locations of Intensive Assistance outlets by State are provided in the Attachments to this Supporting Material.

32. ***Intensive Assistance commencements.*** Table 9 provides data on commencements of Indigenous job seekers under Intensive Assistance. Overall, the data indicate a high level of variability in service levels. There are several important differences between this and the previous view of access to Intensive Assistance:

- (i) the take-up of Intensive Assistance places in the Victorian regions is below the national average, despite their above average access to sites;
- (ii) to a lesser extent, the same is true for the Sydney and Adelaide regions; and
- (iii) there is an above average share of commencements from a below average share of sites in some smaller urban areas and in remote areas, including Tamworth, Bourke, Cairns, Townsville, Rockhampton,

Kununurra, Warburton, South Hedland, Geraldton, Ceduna and Port Augusta.

**Table 8** JOB NETWORK INTENSIVE ASSISTANCE PROVIDER SITES, FEBRUARY 2001

ATSIC Region	Indigenous popn aged 15-64 <sup>(a)</sup>	IA providers (full time)	IA providers (part time and outreach)	IA providers per 100 Indigenous pop'n aged 15-64	Index <sup>(b)</sup>
<b>New South Wales</b>					
Sydney	24 081	157	3	0.66	1.44
Queanbeyan (includes ACT)	6 221	26	14	0.64	1.39
Binaal Billa (Wagga Wagga)	11 741	31	46	0.66	1.42
Murdi Paaki (Bourke)	4 969	4	19	0.46	1.00
Kamilaroi (Tamworth)	7 195	13	21	0.47	1.02
Many Rivers (Coffs Harbour)	16 591	63	27	0.54	1.17
<b>Victoria</b>					
Binjurr (Wangaratta)	6 948	113	12	1.80	3.89
Tumbukka (Ballarat)	7 226	122	17	1.92	4.16
<b>Queensland</b>					
South East Queensland (Brisbane)	19 325	89	5	0.49	1.05
Goolburri (Roma)	5 928	18	7	0.42	0.91
Central Queensland (Rockhampton)	7 736	18	8	0.34	0.73
Townsville	10 137	20	4	0.24	0.51
Cairns and District	10 570	13	10	0.22	0.47
Gulf and West Queensland (Mt Isa)	4 659	2	0	0.04	0.09
Peninsula (Cooktown)	4 390	0	1	0.02	0.05
Torres Strait	4 039	0	1	0.02	0.05
<b>Western Australia</b>					
Perth Noongar	12 544	43	6	0.39	0.84
Kaata-Wangkinyinyi (Narrogin)	4 235	8	6	0.33	0.71
Yamatji (Geraldton)	3 380	3	1	0.12	0.26
Ngarda-Ngarli-Yarndu (Sth Hedland)	3 015	4	1	0.17	0.36
Kullari (Broome)	2 362	2	0	0.08	0.18
Malarabah (Derby)	2 762	1	1	0.07	0.16
Wunan (Kununurra)	2 931	1	0	0.03	0.07
Western Desert (Warburton)	2 118	0	1	0.05	0.10
Wongatha (Kalgoorlie)	2 213	3	5	0.36	0.78
<b>South Australia</b>					
Patpa Warra Yunti (Adelaide)	8 749	64	18	0.94	2.03
Wangka-Willurrara (Ceduna)	1 248	5	0	0.40	0.87
Nulla Wimila Kutju (Port Augusta)	4 091	7	3	0.24	0.53
<b>Tasmania</b>					
Tasmania	9 767	36	9	0.46	1.00
<b>Northern Territory</b>					
Yilli Rreung (Darwin)	6 627	5	3	0.12	0.26
Jabiru	5 630	0	0	0.00	0.00
Miwatj (Nhulunbuy)	5 209	1	0	0.02	0.04
Garrak-Jarru (Katherine)	4 917	2	0	0.04	0.09
Yappakurlangu (Tennant Creek)	2 395	1	0	0.04	0.09
Papunya (Apatula)	5 640	3	4	0.12	0.27
Alice Springs	3 331	2	0	0.06	0.13
Total	244 920	880	253	0.46	1.00

(a) Based on ABS estimates of Indigenous population (low estimate) at 30 June 2000.

(b) The index is calculated as the ratio of Intensive Assistance providers (full time, part time and outreach) per capita, to national average Intensive Assistance providers per capita.

Sources: ABS Experimental Projections of Indigenous Population; DEWRSB and ATSIC data.

**Table 9** INTENSIVE ASSISTANCE COMMENCEMENTS, 1999 – 2000

ATSI Region	Indigenous Intensive Assistance commencements	Indigenous pop'n aged 15-64 <sup>(a)</sup>	Indigenous commencements per 100 Indigenous people aged 15-64	Index <sup>(b)</sup>
	No.	No.		
<b>New South Wales</b>				
Sydney	990	24 081	4.1	0.77
Queanbeyan (includes ACT)	337	6 221	5.4	1.01
Binaal Billa (Wagga Wagga)	887	11 741	7.6	1.41
Murdi Paaki (Bourke)	382	4 969	7.7	1.43
Kamilaroi (Tamworth)	637	7 195	8.9	1.65
Many Rivers (Coffs Harbour)	819	16 591	4.9	0.92
<b>Victoria</b>				
Binjurr (Wangaratta)	316	6 948	4.6	0.85
Tumbukka (Ballarat)	316	7 226	4.4	0.81
<b>Queensland</b>				
South East Queensland (Brisbane)	1 257	19 325	6.5	1.21
Goolburri (Roma)	424	5 928	7.2	1.33
Central Queensland (Rockhampton)	612	7 736	7.9	1.47
Townsville	847	10 137	8.4	1.56
Cairns and District	813	10 570	7.7	1.43
Gulf and West Queensland (Mount Isa)	224	4 659	4.8	0.89
Peninsula (Cooktown)	10	4 390	0.2	0.04
Torres Strait	34	4 039	0.8	0.16
<b>Western Australia</b>				
Perth Noongar	794	12 544	6.3	1.18
Kaata-Wangkinyinyi (Narrogin)	152	4 235	3.6	0.67
Yamatji (Geraldton)	282	3 380	8.3	1.55
Ngarda-Ngarli-Yarndu (South Hedland)	266	3 015	8.8	1.64
Kullari (Broome)	76	2 362	3.2	0.60
Malarabah (Derby)	68	2 762	2.5	0.46
Wunan (Kununurra)	211	2 931	7.2	1.34
Western Desert (Warburton)	105	2 118	5.0	0.92
Wongatha (Kalgoorlie)	126	2 213	5.7	1.06
<b>South Australia</b>				
Patpa Warra Yunti (Adelaide)	452	8 749	5.2	0.96
Wangka-Willurrara (Ceduna)	83	1 248	6.7	1.24
Nulla Wimila Kutju (Port Augusta)	236	4 091	5.8	1.07
<b>Tasmania</b>				
Tasmania	287	9 767	2.9	0.55
<b>Northern Territory</b>				
Yilli Rreung (Darwin)	537	6 627	8.1	1.51
Jabiru	7	5 630	0.1	0.02
Miwatj (Nhulunbuy)	89	5 209	1.7	0.32
Garrak-Jarru (Katherine)	196	4 917	4.0	0.74
Yappakurlangu (Tennant Creek)	80	2 395	3.3	0.62
Papunya (Apatula)	0	5 640	0.0	0.00
Alice Springs	206	3 331	6.2	1.15
<b>Total</b>	<b>13 158</b>	<b>244 920</b>	<b>5.4</b>	<b>1.00</b>

(a) Based on ABS estimates of Indigenous population at 30 June 2000.

(b) The index is calculated as the ratio of Intensive Assistance commencements per capita, to national average Intensive Assistance commencements per capita. National average = 1.0.

Sources: ABS Experimental Projections of Indigenous Population, DEWRSB and ATSI data.

33. *Intensive Assistance post assistance outcomes.* Table 10 gives data on the post assistance employment outcomes being achieved for Indigenous people from participation in Intensive Assistance. This table also shows the effect of excluding those who return to CDEP after participating in Intensive Assistance. It is notable that the outcomes figures vary widely month by month, particularly for the Indigenous group where the number of survey responses is relatively small.

**Table 10** INTENSIVE ASSISTANCE, POST ASSISTANCE EMPLOYMENT OUTCOMES<sup>(a)</sup>

Month exited assistance	Including returns to CDEP		Excluding returns to CDEP	
	All job seekers	Indigenous job seekers	All job seekers	Indigenous job seekers
	%	%	%	%
December 1999	42.3	31.0	42.2	27.4
January 2000	40.9	25.1	40.8	21.7
February 2000	33.2	22.4	33.1	19.6
March 2000	41.0	30.8	40.8	24.8
April 2000	40.2	29.4	40.1	27.8
May 2000	40.4	32.3	40.3	29.7
June 2000	33.9	16.8	33.9	15.3
July 2000	40.7	20.7	40.7	19.9
August 2000	47.1	38.4	47.1	38.4

(a) An employment outcome is recorded where the respondent indicates that they are in employment three months after exiting Intensive Assistance.

Source: DEWRSB.

### *Job Network Evaluation Strategy*

34. In December 1996, the Commonwealth Government endorsed a strategy for the evaluation of Job Network. It included:

- (i) Stage One Implementation Report — provided to Government in February 2000, assessed the implementation of Job Network, issues arising and early market experience;
- (ii) Stage Two Progress Report — scheduled to be made available to Government in early 2001, it is to examine how well the arrangements are progressing; and
- (iii) Stage Three Effectiveness Report — scheduled to be made available to Government in December 2001, it is to provide a comprehensive evaluation of the effectiveness of Job Network in improving, on a sustainable basis, job seekers' employment prospects.



35. The evaluation strategy also flagged the need for an independent review of the policy framework to determine how it can be improved and to what extent it could be applied in other areas of service delivery.

36. **Stage One evaluation findings.** While the key findings were supportive of the Job Network arrangements with respect to the quality of services to job seekers overall, there were clear concerns about effectiveness for Indigenous people. The report of the stage one evaluation states:

Indigenous people, who account for just over 4 per cent of the Job Network eligible population, face more barriers to participating in Job Network than any other major group of job seekers. There appears to have been a reduction in the level of registration activity for Indigenous job seekers after the start of Job Network. Qualitative research suggests that many Indigenous job seekers do not yet fully understand the role of Centrelink or the assistance that Job Network may offer them. Job seekers in this research perceived the availability of Indigenous staff in Centrelink had been reduced compared to the CES.

Indigenous people are less likely to have been assessed by the JSCI compared with the proportion of all job seekers assessed. Those who have been assessed had a high rate of selection for Intensive Assistance, but many referred to Intensive Assistance did not commence.

For Indigenous people who participate in Intensive Assistance, concerns have been raised in qualitative interviews with Job Network members, Centrelink staff and Indigenous job seekers about the quality and type of assistance delivered. This research suggests that some providers may be offering minimal assistance to job seekers they believe will be difficult to place. Many stakeholders are concerned that the high level of disadvantage and enduring nature of barriers to employment for Indigenous job seekers may mean that providers have difficulty in assisting this group into sustained employment outcomes.

Two per cent of Job Matching placements went to Indigenous job seekers, compared with four per cent of placements made by the CES in 1996-97. Although some of this difference would be attributable to different ways of measuring job placement in previous and current labour market assistance arrangements<sup>10</sup>, the commencement rate in Job Search Training is below average for Indigenous job seekers.

The Government has responded to concerns about Indigenous job seekers' access to employment services by introducing a number of reforms, including the Indigenous Employment Policy (in July 1999), changes to Job Network in the second tender round and initiatives for Centrelink<sup>11</sup>.

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<sup>10</sup> In particular, employment program places and jobs of less than 15 hours duration could be counted by the CES.

<sup>11</sup> DEWRSB, *Job Network evaluation, Stage one: implementation and market development*, February 2000, p125.

### ***Improvements to Job Network for Indigenous People***

37. In response to the findings of the stage 1 evaluation of the Job Network, the second Employment Services Contract (ESC2), running from February 2000 to February 2003, included several new provisions:

- (i) providers are required to have special strategies for delivery of services to Indigenous people in areas where Indigenous job seekers comprise 5 per cent or more of the Centrelink unemployment register. This threshold was 10 per cent in the first contract period;
- (ii) a more comprehensive geographic coverage in rural and regional Australia, based on around 140 'employment service areas' within 19 regions;
- (iii) a total of 41 specialist Job Network member (JNM) sites have been established to service Indigenous job seekers exclusively; and
- (iv) tighter accountability for service standards and changes to the Code of Conduct to ensure improved servicing for job seekers.

38. Other strategies were put in place to improve performance specifically for Indigenous job seekers. These included:

- (i) refocussing the benchmark included in the partnership arrangement between DEWRSB and Centrelink to ensure referrals of Indigenous job seekers from Centrelink are converted to commencements in Intensive Assistance (the previous benchmark applied to the share of referrals alone);
- (ii) convening workshops in areas where there is a 5 per cent or more Indigenous workforce population for Job Network members to share information and exchange good practice;
- (iii) providing support to Job Network members to facilitate the recruitment of Indigenous staff within the organisations;
- (iv) establishing an Indigenous Special Interest Group of the National Employment Services Association to facilitate strategies for working in partnership with industry; and
- (v) ongoing monitoring and evaluation to ensure Job Network and IEP performance are closely and fairly scrutinised.

39. Tenderers for Intensive Assistance contracts were able to bid to specialise exclusively in specific client groups, including Indigenous people.

## **OTHER MAINSTREAM EMPLOYMENT PROGRAMS**

40. There are a number of other programs also administered by the Department of Employment, Workplace Relations and Small Business:

### ***Community Support Program***

41. The Community Support Program (CSP) provides special assistance to unemployment allowance recipients with personal barriers to employment, who are assessed by Centrelink as not being ready to participate in Job Network Intensive Assistance. Assistance can involve professional counselling, help with accommodation, rehabilitation programs and other activities to address individuals' personal needs. Participation is voluntary, and is limited to two years. The services are delivered through a network of 330 sites, with an urban and major regional focus. There are no specific provisions for Indigenous people under CSP guidelines but a small number of them participate. It is estimated at 1.7 per cent of total CSP participants are Indigenous.

### ***Return to Work***

42. Return to Work is a voluntary program that provides assistance to those seeking to re-enter the workforce after extended absence for family care giving reasons. Eligibility is not dependent on receipt of income support. There are no specific provisions for Indigenous people. The program provides for assessment of skills and other training needs, help to access relevant courses, and development of a return to work plan. Assistance is delivered by a network of managing agents through about 130 sites, with a strong urban focus. The program is small, with around 800 persons assisted in 1999-2000, of which less than one per cent was recorded as Indigenous.

### ***Work for the Dole***

43. The Work for the Dole program provides funding for projects which offer work experience and activities of broad community benefit for up to six months, in fields such as heritage and environment, tourism and community services.

44. The program is a key plank of the Government's Mutual Obligation policy, under which unemployed people have an obligation to contribute to the community in return for their unemployment allowance payments. A range of other activities is acceptable under Mutual Obligation guidelines, including participation in CDEP.

45. Work for the Dole is targeted to those up to 34 years of age, who have been on unemployment allowances for periods varying according to their age group. People in the target group may be required to participate in a Work for the Dole project, and others may volunteer to participate.

46. In January 2000, Work for the Dole project management services were contracted to a total of 119 organisations at 130 locations throughout Australia. As Community Work Coordinators, these organisations are responsible for putting forward proposals for projects to DEWRSB. With 600 projects approved for 10 000 places during 2000, the 50 000 places to be funded in 2000-2001 suggests around 3 000 projects will operate. Places are allocated to each of DEWRSB's 137 Employment Service Areas (ESAs) on the basis of the number of eligible job seekers resident in the ESA. This excludes estimates of:

- (i) those eligible for Intensive Assistance services provided under Job Network; and
- (ii) those expected to participate in other Mutual Obligation activities.

47. A recent evaluation by DEWRSB found that participants are more likely to move off income support for a job, education or training, than similar job seekers who had not recently participated in the program. Based on a survey of one month's participation data, DEWRSB estimate that around five per cent of places are used by Indigenous people.

48. Table 11 gives post assistance outcomes survey data for the Work for the Dole program. It shows that the employment outcomes achieved by Indigenous people from participation in Work for the Dole are significantly below those for all job seekers.

**Table 11** WORK FOR THE DOLE, POST ASSISTANCE OUTCOMES<sup>(a)</sup>

	Employment <sup>(b)</sup>	Education and Training	Positive Outcomes <sup>(c)</sup>
	%	%	%
<b>June 2000 Quarter Report</b>			
Indigenous Job Seekers	14.9	7.1	19.9
All Job Seekers	27.4	11.1	35.7
<b>September 2000 Quarter Report</b>			
Indigenous Job Seekers	14.7	5.7	19.3
All Job Seekers	27.5	11.4	36.1

(a) Based on the survey responses of participants who left assistance any time during a period of twelve months up to three months prior to date of report. Participants are surveyed three months after leaving assistance.

(b) Includes some Indigenous job seekers who proceed to a CDEP after leaving labour market assistance.

(c) Includes employment and education/training outcomes, but are less than the total of both because job seekers can achieve both types of outcomes.

Source: DEWRSB Labour Market Assistance Outcomes quarterly reports.

49. CDEP pre dates the Work for the Dole program, but is often referred to as the Indigenous work for the dole program. Table 12 indicates that there are differences between the programs. One difference is the basis of funding. The contracting of Work for the Dole delivery and administration to Community Work Coordinator organisations was by open tender, on a price competitive basis. Funding of CDEP is at national average per participant rates, agreed with the Department of Finance and Administration.

**Table 12** A COMPARISON OF THE WORK FOR THE DOLE PROGRAM AND CDEP<sup>(a)</sup>

Factor	Work for the Dole (WFTD)	CDEP
Objectives	<ul style="list-style-type: none"> <li>• Foster appropriate work habits.</li> <li>• Involve the local community in projects that provide for young people, and help young people at the end of projects.</li> <li>• Provide communities with projects of value to the whole community.</li> </ul>	<ul style="list-style-type: none"> <li>• To provide the opportunity for Indigenous people to voluntarily work in community managed activities which contribute to economic, social and community development, and cultural maintenance.</li> </ul>
Main features	<ul style="list-style-type: none"> <li>• WFTD is a work experience program.</li> <li>• No employer/employee relationship.</li> <li>• WFTD is based on the principle of mutual obligation (eligible job seekers may be compulsorily referred).</li> <li>• Participants are regarded as unemployed.</li> <li>• WFTD commenced 1997.</li> </ul>	<ul style="list-style-type: none"> <li>• CDEP has training and employment strategies.</li> <li>• Employer/employee relationship exists.</li> <li>• CDEP has reciprocal (mutual) obligation principles and participation is voluntary.</li> <li>• Participants not included in unemployment statistics.</li> <li>• CDEP commenced 1977.</li> <li>• Participants may remain registered as unemployed with Centrelink.</li> </ul>
Sponsor Organisations	<ul style="list-style-type: none"> <li>• Community organisations.</li> <li>• Government organisations with community based projects.</li> <li>• Must not displace existing workers.</li> <li>• Funding for project costs.</li> </ul>	<ul style="list-style-type: none"> <li>• Incorporated body eligible for ATSI funding.</li> <li>• Indigenous community organisations.</li> <li>• Displacement of workers not a factor.</li> <li>• CDEP organisations pay workers compensation premiums.</li> </ul>
Participant Eligibility	<p>Participants must be:</p> <ul style="list-style-type: none"> <li>• On full rate of unemployment payment;</li> <li>• 18 to 19 year old Year 12 school leavers who have been receiving YA for three months; or</li> <li>• 18 to 24 year old who have been receiving NSA or YA for six months or more; or</li> <li>• 25 to 34 year old who have been receiving NSA or YA for 12 months or more.</li> </ul>	<p>Participants must be:</p> <ul style="list-style-type: none"> <li>• aged 16 or more and eligible for NSA, YA or SPP, but persons age 15 and receiving YA are eligible;</li> <li>• be accepted as a member of the Aboriginal or Torres Strait Islander community/ organisation/ group which is on CDEP; and</li> <li>• no minimum period of unemployment.</li> </ul>

**Table 12** A COMPARISON OF THE WORK FOR THE DOLE PROGRAM AND CDEP (continued)

Factor	Work for the Dole	CDEP
Payment Arrangements	<ul style="list-style-type: none"> <li>• Participants continue to receive unemployment payment from Centrelink</li> <li>• Participants work two 6 hour days per week if aged 18 – 20, or two and a half 6 hour days per week for older age groups. This is based on the National Training Wage Level C.</li> <li>• Participants retain eligibility for Centrelink allowances such as Rent assistance, Health Care Concessions, etc.</li> <li>• An additional \$20.80 per fortnight supplement is paid to participants.</li> </ul>	<ul style="list-style-type: none"> <li>• CDEP participant paid wages from CDEP wages component, calculated quarterly. The CDEP determines rate of pay and hours of work offered and each participant must be offered the opportunity to work sufficient hours to earn at least the equivalent of Centrelink allowances they would otherwise receive.</li> <li>• Centrelink allowances cease on CDEP commencement, except for Sole Parent Pensioners Participants with dependents (who are not sole parents) can access RA and HCC through family payments.</li> <li>• CDEP Participant Supplement paid at same level as other income support recipients (since September 1999).</li> <li>• CDEP participants liable for PAYE tax.</li> <li>• Can undertake other part time work both from within and outside the CDEP (financial limitations apply – refer CDEP guidelines).</li> </ul>
Activity Requirements	<ul style="list-style-type: none"> <li>• Participants must continue to satisfy obligation to continue job search activities.</li> <li>• Breach provisions apply to participants who do not satisfy terms of Work for the Dole.</li> <li>• Unemployment payment reduced as penalty.</li> </ul>	<ul style="list-style-type: none"> <li>• CDEP participants do not have to satisfy job search requirements.</li> </ul>
Time limits for participation	<ul style="list-style-type: none"> <li>• WFTD participation limited to 6 months.</li> </ul>	<ul style="list-style-type: none"> <li>• CDEP participation not time-limited.</li> </ul>

(a) WFTD = Work for the Dole. YA = Youth Allowance. NSA = NewStart Allowance. RA = Rent Assistance. HCC = Health Care Card. PAYE = Pay As You Earn.

Source: DEWRSB final submission.

50. There are also some employment related programs administered by the Department of Family and Community Services.

### ***Disability Employment Programs***

51. Job seekers can, according to their level of disability, be streamed into Intensive Assistance under Job Network, or into specialist disability employment programs managed by the Department of Family and Community Services (FaCS). Individuals may also directly approach specialist providers funded by FaCS. The FaCS programs include:

- (i) the Disability Employment Assistance Program, which provides specialist employment services, including vocational rehabilitation services, for people making a transition to open employment or supported work settings; and
- (ii) the Employer Incentives strategy, which includes a Wage Subsidy Assistance scheme for employers providing opportunities for open employment; funding for workplace modifications; a supported wage system; Special Employment Placement Officers with major private sector and industry organisations; and Disability Recruitment Coordinators.

52. Under a funding trial modelled on case based arrangements, a study is currently looking at service provision in rural and remote areas. The needs of Indigenous people will be assessed under that study.

53. Reliable, current information on disability rates for the Indigenous population is not available. The 1998 Disability Census indicated that 1.7 per cent of specialist employment services were for Indigenous people. Anecdotaly, disability is widespread throughout the Indigenous community.

### ***Jobs Education and Training Program***

54. The Jobs Education and Training (JET) program assists sole parent pensioners and people on other specified allowances to enter or re-enter the work force. Centrelink staff are responsible for assessing the needs of eligible job seekers and referring them for appropriate services, including education and training, employment assistance and child-care. A census of JET participants during February 2001 indicated that 3.3 per cent were Indigenous.

## **INDIGENOUS-SPECIFIC EMPLOYMENT PROGRAMS**

### **THE INDIGENOUS EMPLOYMENT POLICY**

55. The Indigenous Employment Policy was launched in mid 1999 against the background of Indigenous people's continued disadvantage in the labour market, indications from population research that the position would worsen, and their reliance on the public and community sector for employment opportunities.

56. The primary aim of the policy is to generate sustainable employment opportunities for Indigenous people, particularly in the private sector.

57. The policy has three key components — the Indigenous Employment Program (\$50 million per year), the Indigenous Small Business Fund (\$2 million per year), and measures to improve Job Network outcomes. The policy aims to improve the employment circumstances and future prospects of Indigenous people by generating more employment opportunities through:

- increasing the level of Indigenous participation in private sector employment;
- improving outcomes for Indigenous job seekers through Job Network;
- assisting CDEPs to place their work-ready participants in open employment; and
- supporting the development and expansion of Indigenous small business.

### **INDIGENOUS EMPLOYMENT PROGRAM**

58. The Indigenous Employment Program (IEP) operates in a complementary way with the Job Network, recognising that the characteristics of Indigenous unemployed require additional scope to intervene, including in strategic ways. The Job Network is, however, the channel through which most employment assistance is delivered to Indigenous people.

59. The IEP has a key focus on supporting on-going employment opportunities that can lead to sustainable improvements in participants' economic status. Priority is given to accredited employment-based training such as traineeships and apprenticeships.

60. IEP has five elements:



- (i) **Wage Assistance** which helps Indigenous job seekers find long term jobs either through Job Network or their own efforts, using a wage subsidy eligibility card. Employers who employ eligible job seekers are paid up to \$4 400 over 26 weeks for full time work and up to \$2 200 over 26 weeks for part time work exceeding 20 hours per week. Most Indigenous job seekers registered with Centrelink are eligible for an IEP Wage Assistance card. Job Network members in most cases receive an outcome fee for using Wage Assistance to place their Intensive Assistance job seekers in employment.
- (ii) **Structured Training and Employment Projects (STEP)** provides flexible financial assistance for projects which offer structured training (for example, apprenticeships) for five or more Indigenous job seekers. A requirement of STEP is that the training leads to lasting job opportunities. The aim of STEP is to generate job opportunities and to increase occupational skill levels. Projects can include pre-employment training.
- (iii) **Community Development Employment Projects (CDEP) Placement Incentive** provides a financial incentive to CDEP organisations for placing participants in open employment and off CDEP payments. CDEP organisations receive \$1 000 after a former participant has been in 13 weeks of work and a further \$1 000 if the period of work extends to 26 weeks.
- (iv) The **Corporate Leaders for Indigenous Employment Project** provides access to flexible funding to major companies who commit to making available more job opportunities for Indigenous people.
- (v) The **National Indigenous Cadetship Project** extends the existing Indigenous Cadetship Program in the Australian Public Service to private sector employers. Under the scheme, recruits are released for full time study, provided with work experience during long vacation breaks and appointed to a permanent position on successful completion of their study. The scheme provides opportunities for Indigenous undergraduates to gain the professional qualifications needed for jobs in both the public and private sectors.
- (vi) The **Voluntary Service to Indigenous Communities Foundation** facilitates short term placements in Indigenous communities, of volunteers skilled in business, financial and technical skills. The aim is to provide for the short term needs identified by Indigenous communities and build on the spirit of reconciliation in the broader Australian community.

### ***The Indigenous Small Business Fund***

61. The Indigenous Small Business Fund (ISBF) aims to foster the development of businesses owned, operated and managed by Indigenous people and promote sustained Indigenous employment opportunities. The ISBF is a joint initiative of DEWRSB, which provides funding for organisations, and ATSIC which provides funding to individuals.

### ***The IEP and CDEP Trials***

62. As mentioned above, the IEP has a specific measure, the CDEP Placement Incentive, to encourage CDEP participants to move from CDEP employment to the open labour market. However, the take-up by CDEP organisations has been below expectations and the program is being reviewed. DEWRSB is also working with ATSIC on other ways to support and encourage movement of Indigenous job seekers through CDEP into sustainable employment in areas with reasonable labour markets. During 2001 new arrangements are being trialed in about ten CDEPs, aimed at providing pre-employment training and assistance into sustainable employment, for agreed numbers of CDEP participants.

63. Details on the operation of the trial are as follows.

(i) ***Selection criteria:***

- the CDEP must be located in a strong, diverse labour market;
- five per cent or more of the area's workforce must be Indigenous;
- there will be a mix of metropolitan and regional trial sites;
- within the CDEPs, there should be a culture which supports participants obtaining employment off CDEP; and
- the CDEP should have a good track record of assisting participants into mainstream job outcomes.

(ii) ***Participant numbers.*** Each trial site will identify 20 to 25 participants to be in the trial.

(iii) ***Timing.*** The trial will run for twelve months. During the first six months it is expected that participants' skills will be assessed and they will be provided with pre-vocational/job readiness training (including literacy/numeracy training if necessary) or job specific training if appropriate, and other employment assistance. It is anticipated that at the end of six months, participants will be assisted into employment off CDEP. The CDEP will continue to provide support and mentoring for a period of time.

(iv) ***Links with Job Network.*** The CDEP organisations selected are to develop relationships with, and, as far as practicable ensure that

participants access the services of, local Job Network members throughout the trial. CDEPs in the trial will be required to access Job Search Training and Job Matching services where these are available. It is expected that these services will be appropriately tailored by the Job Network members to the needs of the CDEP participant group.

(v) **Funding.** The contracted sponsor CDEP will receive up to \$6000 per participant in the trial, comprising:

- a \$3000 up front establishment costs per participant;
- \$1000 when the participant is placed in full time, on going employment off the CDEP;
- \$1000 when the participant has been in continuous employment off the CDEP for 13 weeks; and
- \$1000 when the participant has been in continuous employment off the CDEP for 26 weeks.

A proportion of the funding (\$500 to \$1000) is to be made available to the participant for clothing, equipment, travel or other ancillary costs.

(vi) **Evaluation.** The trial is to be evaluated quickly at the end of the twelve month period. Continuation beyond that period, or substantial expansion of the number of CDEP sites involved, will be subject to the evaluation. Success will be measured in terms of the number of participants who are in sustainable jobs off CDEP.

### ***Distribution of Commencements — Wage Assistance and STEP***

64. Data on the distribution of commencements under the Wage Assistance and STEP programs are in Table 13. These are expressed as a rate per 100 Indigenous people aged 15 to 64. The data reflect the position at an early stage in the implementation of these new programs and, as a result, the distribution patterns are likely to vary over time. The relatively small numbers involved add to the variability of the index data. In absolute terms, the regions that received most assistance are Perth, Coffs Harbour, Wagga Wagga, Brisbane, Cairns, Tasmania, Sydney, Adelaide and Alice Springs.

### ***Evaluation of the Indigenous Employment Program<sup>12</sup>***

65. The Indigenous Employment Program will be evaluated as the main component of the Indigenous Employment Policy.

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<sup>12</sup> This material is extracted from an unpublished DEWRSB document, the *Evaluation Strategy for the Indigenous Employment Policy, November 2000*.

**Table 13** INDIGENOUS EMPLOYMENT PROGRAM COMMENCEMENTS, 1999-2000

ATSIC Region	IEP commencements	Indigenous pop'n aged 15-64 <sup>(a)</sup>	Indigenous commencements per 100 Indigenous people aged 15-64	Index <sup>(b)</sup>
	No.	No.		
<b>New South Wales</b>				
Sydney	171	24 081	0.71	0.46
Queanbeyan (includes ACT)	116	6 221	1.86	1.20
Binaal Billa (Wagga Wagga)	226	11 741	1.92	1.24
Murdi Paaki (Bourke)	111	4 969	2.23	1.43
Kamilaroi (Tamworth)	97	7 195	1.35	0.87
Many Rivers (Coffs Harbour)	260	16 591	1.57	1.01
<b>Victoria</b>				
Binjurr (Wangaratta)	105	6 948	1.51	0.97
Tumbukka (Ballarat)	108	7 226	1.49	0.96
<b>Queensland</b>				
South East Queensland (Brisbane)	226	19 325	1.17	0.75
Goolburri (Roma)	53	5 928	0.89	0.57
Central Queensland (Rockhampton)	127	7 736	1.64	1.05
Townsville	139	10 137	1.37	0.88
Cairns and District	216	10 570	2.04	1.31
Gulf and West Queensland (Mount Isa)	104	4 659	2.23	1.43
Peninsula (Cooktown)	41	4 390	0.93	0.60
Torres Strait	91	4 039	2.25	1.45
<b>Western Australia</b>				
Perth Noongar	270	12 544	2.15	1.38
Kaata-Wangkinyinyi (Narrogin)	67	4 235	1.58	1.02
Yamatji (Geraldton)	79	3 380	2.34	1.50
Ngarda-Ngarli-Yarndu (South Hedland)	83	3 015	2.75	1.77
Kullari (Broome)	65	2 362	2.75	1.77
Malarabah (Derby)	33	2 762	1.19	0.77
Wunan (Kununurra)	19	2 931	0.65	0.42
Western Desert (Warburton)	6	2 118	0.28	0.18
Wongatha (Kalgoorlie)	123	2 213	5.56	3.57
<b>South Australia</b>				
Patpa Warra Yunti (Adelaide)	154	8 749	1.76	1.13
Wangka-Willurrara (Ceduna)	19	1 248	1.52	0.98
Nulla Wimila Kutju (Port Augusta)	66	4 091	1.61	1.04
<b>Tasmania</b>				
Tasmania	196	9 767	2.01	1.29
<b>Northern Territory</b>				
Yilli Rreung (Darwin)	55	6 627	0.83	0.53
Jabiru	75	5 630	1.33	0.86
Miwatj (Nhulunbuy)	36	5 209	0.69	0.44
Garrak-Jarru (Katherine)	57	4 917	1.16	0.74
Yappakurlangu (Tennant Creek)	7	2 395	0.29	0.19
Papunya (Apatula)	75	5 640	1.33	0.85
Alice Springs	137	3 331	4.11	2.64
<b>Total</b>	<b>3 813</b>	<b>244 920</b>	<b>1.56</b>	<b>1.00</b>

(a) Based on ABS estimates of Indigenous population at 30 June 2000 and CDEP ceilings data for 1999-2000.

(b) The index is calculated as the ratio of IEP commencements per capita, to national average IEP commencements per capita.

Sources: ABS Experimental Projections of Indigenous Population, DEWRSB and ATSIC data.

66. The Job Network component of the Indigenous Employment Policy will be reported on in the stage two (progress) evaluation report for the Job Network that was due for finalisation in December 2000 but was not available at the date of this report. This will include an assessment of the role of the Job Network in generating employment outcomes for Indigenous job seekers. Other impacts relating to the effectiveness of the policy, and the Job Network as a whole, will be reported on in the third stage of the Job Network evaluation, due for completion at the end of 2001.

67. ***Timing of evaluation reports.*** Timing is influenced by the rate of implementation of programs, the nature of the program elements and the importance of examining sustainability of outcomes after assistance.

68. The duration of assistance of some elements is long term (for example, STEP involves New Apprenticeships which can have a duration of between one and four years; while the Wage Assistance Card provides a subsidy for six months that can be taken over an 18 month period). It is desirable to measure the sustainability of outcomes for job seekers at least six months after program completion. Together, these factors extend the timeframe for reporting on impact beyond the initial reporting deadline envisaged in the policy's formation. The scope of the report required after the first two years of operation will be determined to a large extent by the amount of information available on program commencements and completions.

69. To address these issues, the reporting strategy includes a two stage process:

- (i) Stage One Progress Report, due in July 2001, will focus on an assessment of the main issues arising from the implementation of the IEP and any adjustments or improvements required. It will also report on the progress of the components in generating employment outcomes for Indigenous job seekers; and
- (ii) Stage Two Effectiveness Report, available by the end of 2002, will examine the effectiveness of the IEP in improving the employment prospects of job seekers on a sustainable basis. As far as possible, this report will draw together the findings from all three elements of the Indigenous Employment Policy.

## THE CDEP SCHEME

### *History of Development and Growth*

70. The following draws substantially on material in the report of the 1997 Independent Review of CDEP (the Spicer Review)<sup>13</sup>.

- (i) The first CDEP was established in 1977 in Bamyili in the Northern Territory as an initiative of the community seeking an alternative to 'sit-down' money. The scheme was announced as part of a package of measures designed to deal with the poor employment situation found a year earlier by an Interdepartmental Working Group on Aboriginal employment. The working group found that one third of the Indigenous labour force was unemployed, representing six times the unemployment rate for non-Indigenous people. They noted that many Indigenous people were unable to register for unemployment and estimated that the true Indigenous unemployment rate was closer to fifty per cent<sup>14</sup>. CDEP then expanded into a number of remote Indigenous communities with limited access to labour markets.
- (ii) In 1985, the Committee of Review of Aboriginal Employment and Training Programs (the Miller Review) recommended that the CDEP scheme be extended to all Indigenous communities that wished to participate, including communities and organisations in rural areas, small rural towns and urban areas. In 1986, the Commonwealth released its Aboriginal Employment Development Policy (AEDP) in response to the Miller Review. In relation to CDEP, this committed to:
  - an expansion in the number of projects in discrete and remote Indigenous communities and in other locations where a lack of access to employment could be demonstrated; and
  - enhanced capital and operational funding<sup>15</sup>.
- (iii) The Royal Commission into Aboriginal Deaths in Custody in May 1991 recommended further expansion and enhancement of CDEP.
- (iv) Although not specifically focussed on the CDEP scheme, the *Mainly Urban* report of the House of Representatives Standing Committee on

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<sup>13</sup> Spicer, I., *Independent Review of the Community Development Employment Projects (CDEP) Scheme*, ATSIIC, December 1997.

<sup>14</sup> The Minister for Aboriginal Affairs, the Hon Ian Viner MP, Hansard, House of Representatives, 26 May 1977, p1921, as cited in The Spicer Report, p23.

<sup>15</sup> Australian Government, *Aboriginal Employment Development Policy Statement, Policy Paper No. 1*, 1987, pp 9-11.

Aboriginal and Torres Strait Islander Affairs in 1992 recommended that CDEP should be substantially expanded, particularly in urban areas. The report also recommended that a sunset clause be inserted in relation to urban CDEPs.

- (v) The 1993 report *No Reverse Gear* was commissioned by ATSIC to independently examine the social and economic impacts of CDEP. The report found that the scheme was producing positive social outcomes on a wide range of fronts, with evidence of a workforce that was progressively acquiring work experience and skills.
- (vi) The AEDP was reviewed in 1994 and several recommendations were made to improve CDEP. Of particular importance was the need for consideration of the links between CDEP and State and local governments, and the need for improved skills in community management and in the ATSIC regional staff who provide support to CDEPs. The latter were found to be positively associated with project effectiveness.
- (vii) The 1997 Spicer Review of CDEP recommended a strengthening of the employment focus of the CDEP scheme, while retaining social and cultural objectives and benefits. Other issues addressed included industrial relations standards, training coordination, expanding participant eligibility, administrative improvements and CDEP participants' lack of access to some benefits available to other low income earners and unemployment benefit recipients. The current operational priorities and directions of CDEP are largely determined by the recommendations of the Spicer Review.

### ***Distribution of Projects and Participants***

71. Table 14 shows the current distribution of CDEP projects and participant ceilings. CDEP funds are allocated in two stages. The Central Office of ATSIC allocates each Regional Council a ceiling number of participant places and they are funded for that number of places within the overall budget set by the Commonwealth Government. Regional Councils then allocate funds to CDEP organisations according to their view of need. Classification as remote and non-remote is according to Australian Taxation Office boundaries (see Attachments). By agreement with the Department of Finance and Administration, this classification is used for assigning the differential funding rates for projects.

72. The table shows that in the largely remote regions such as Cooktown, Derby, Warburton and Kununurra, it is estimated that up to seventy per cent of the working age population is participating in CDEP.

73. Figure 4 shows the CDEP participant and working age population data graphically, illustrating the relative proportions.

**Table 14** CDEP PROJECTS AND PARTICIPANT NUMBERS, 30 JUNE 2000

Region	Project Numbers			Participant ceiling	Working age Indigenous population (estimated) <sup>(b)</sup>	Participant: to pop'n ratio
	Non-remote No.	Remote <sup>(a)</sup> No.	Total No.			
<b>New South Wales</b>						
Sydney	5		5	510	24 081	2.1
Queanbeyan (includes ACT)	4	1	5	325	6 221	5.2
Binaal Billa (Wagga Wagga)	12		12	750	11 741	6.4
Murdi Paaki (Bourke)	12		12	1 170	4 969	23.6
Kamilaroi (Tamworth)	9		9	1 052	7 195	14.6
Many Rivers (Coffs Harbour)	10		10	1 510	16 591	9.1
<b>Victoria</b>						
Binjirru (Wangaratta)	4		4	399	6 948	5.7
Tumbukka (Ballarat)	5		5	363	7 226	5.0
<b>Queensland</b>						
South East Queensland (Brisbane)	2		2	170	19 325	0.9
Goolburri (Roma)	3	1	4	792	5 928	13.4
Central Queensland (Rockhampton)		2	2	266	7 736	3.4
Townsville	1	1	2	225	10 137	2.2
Cairns and District	5	1	6	1 456	10 570	13.8
Gulf and West Queensland (Mount Isa)		3	3	766	4 659	16.4
Peninsula (Cooktown)		14	14	3 095	4 390	70.5
Torres Strait		17	17	1 729	4 039	42.8
<b>Western Australia</b>						
Perth Noongar	1		1	480	12 544	3.8
Kaata Wangkinyiny (Narrogin)	4		4	1 170	4 235	27.6
Yamatji (Geraldton)	2	4	6	824	3 380	24.4
Ngarda Ngarli Yarndu (S Hedland)		5	5	711	3 015	23.6
Kullari (Broome)		8	8	1 395	2 362	59.0
Malarabah (Derby)		24	24	1 823	2 762	66.0
Wunan (Kununurra)		15	15	1 485	2 931	50.7
Western Desert (Warburton)		10	10	1 292	2 118	61.0
Wongatha (Kalgoorlie)	2	1	3	380	2 213	17.2
<b>South Australia</b>						
Patpa Warra Yunti (Adelaide)	7		7	604	8 749	6.9
Wangka Willurrara (Ceduna)	4	3	7	700	1 248	56.1
Nulla Wimila Kutju (Port Augusta)	1	19	20	1 336	4 091	32.7
<b>Tasmania</b>						
Tasmanian Aboriginal	1		1	100	9 767	1.0
<b>Northern Territory</b>						
Yilli Rreung (Darwin)		2	2	185	6 627	2.8
Jabiru		11	11	1 791	5 630	31.8
Miwatj (Nhulunbuy)		12	12	1 778	5 209	34.1
Garrak Jarru (Katherine)		13	13	1 802	4 917	36.7
Yapakurlangu (Tennant Creek)		8	8	781	2 395	32.6
Papunya (Apatula)		11	11	1 145	5 640	20.3
Alice Springs		4	4	540	3 331	16.2
<b>Total</b>	<b>94</b>	<b>190</b>	<b>284</b>	<b>34 900</b>	<b>244 920</b>	<b>14.3</b>

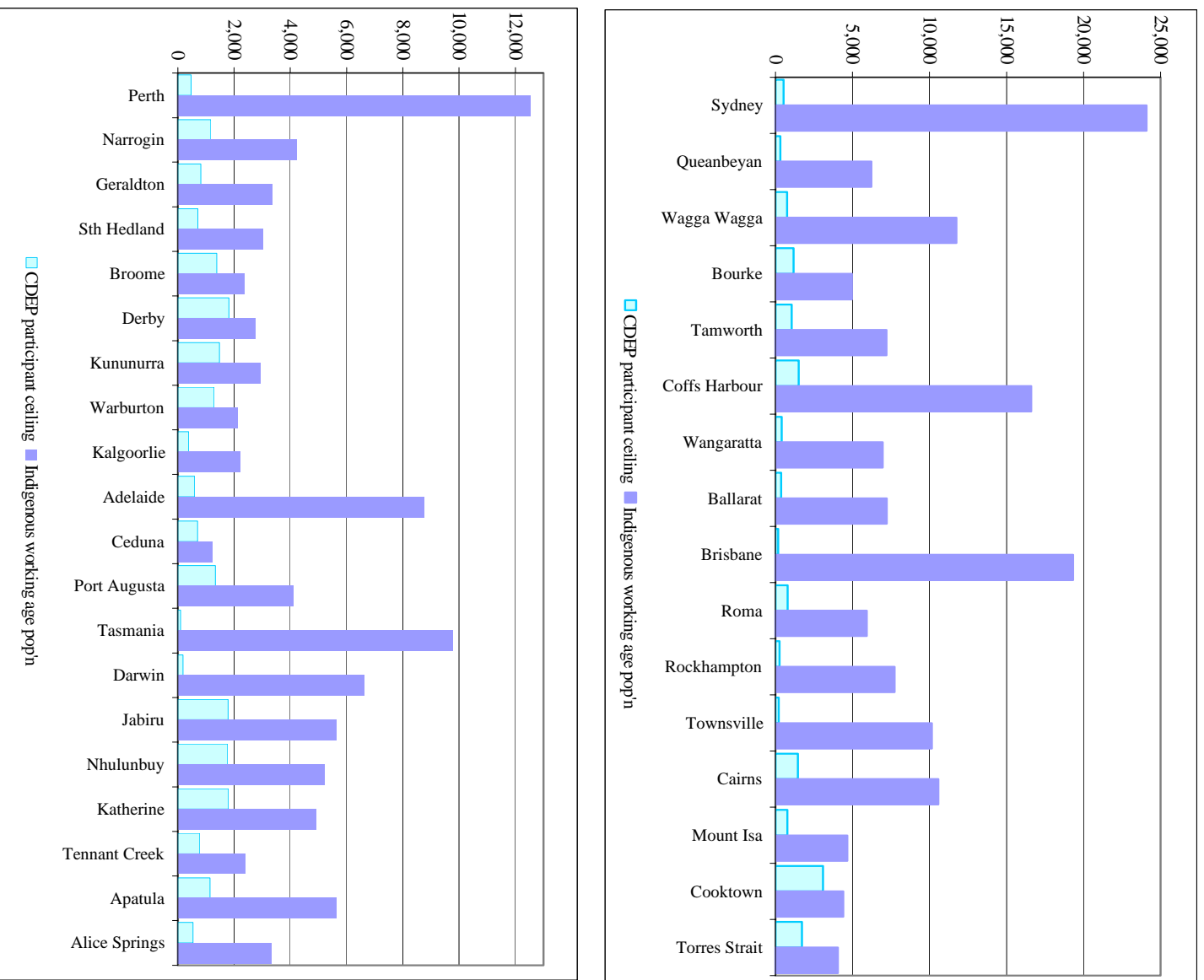
(a) Based on Australian Taxation Office boundaries for zone rebate purposes.

(b) Based on ABS experimental estimates (low series) for 15-64 age group, at 30 June 2000.

Source: ATSIC CDEP Administration Section.



**Figure 4** CDEP PARTICIPANT CEILINGS AND WORKING AGE POPULATION, 30 JUNE 2000



Sources: ATSIIC and ABS.

74. Maps of project locations by State are provided in the Attachments to this Supporting Material. There is also a map of the Australian Taxation Office income tax rebate zones, on which CDEP remote and non-remote funding arrangements are based.

## **COMBINING EMPLOYMENT PROGRAMS**

75. Table 14 sets out the combination of Intensive Assistance and IEP commencements. It was expected that some balancing of coverage would be observed, with the IEP designed to be complementary to Job Network. The data shows only a small number of variations against the broad pattern of coverage under Intensive Assistance:

- (i) the rankings of the Kalgoorlie, Alice Springs and Broome regions is significantly increased;
- (ii) the rankings of the Tamworth, Darwin and Sydney regions are decreased.
- (iii) the rankings of all other regions remain broadly the same.

76. The relative stability of the rankings is not unexpected, with IEP commencements comprising only about one-fifth of the total assistance directed to mainstream labour market participation.

77. Table 15 sets out total commencements in all mainstream labour market programs as well as the CDEP. The total amount of employment program assistance is trebled by the addition of the CDEP places to the mainstream labour market assistance. The resultant data show that:

- (i) in most cases, the rural and remote regions of South Australia and Western Australia further increase their already high rating under the mainstream programs;
- (ii) the low rankings for Cooktown and the Torres Strait under mainstream programs are reversed with the addition of CDEP;
- (iii) in New South Wales, the Sydney region rates low for both mainstream programs and CDEP, Bourke ranks higher than the national average;
- (iv) the very low ratings of the Northern Territory regions under mainstream programs, with the exception of Alice Springs, are reversed with the inclusion of CDEP; and
- (v) the capital cities and regional population centres are all reduced in rating to below the national average. This is as expected given the predominance of CDEP in the mix of employment assistance.

**Table 15** JOB NETWORK INTENSIVE ASSISTANCE AND INDIGENOUS EMPLOYMENT PROGRAM COMMENCEMENTS, 1999 –2000

ATSI Region	Indigenous Intensive Assistance and IEP commencements	Indigenous pop'n aged 15-64 <sup>(a)</sup>	Indigenous Commencements per 100 pop aged 15-64	Index <sup>(b)</sup>
	No.	No.		
<b>New South Wales</b>				
Sydney	1 161	24 081	4.8	0.70
Queanbeyan (includes ACT)	453	6 221	7.3	1.05
Binaal Billa (Wagga Wagga)	1 113	11 741	9.5	1.37
Murdi Paaki (Bourke)	493	4 969	9.9	1.43
Kamilaroi (Tamworth)	734	7 195	10.2	1.47
Many Rivers (Coffs Harbour)	1 079	16 591	6.5	0.94
<b>Victoria</b>				
Binjurr (Wangaratta)	421	6 948	6.1	0.87
Tumbukka (Ballarat)	424	7 226	5.9	0.85
<b>Queensland</b>				
South East Queensland (Brisbane)	1 483	19 325	7.7	1.11
Goolburri (Roma)	477	5 928	8.1	1.16
Central Queensland (Rockhampton)	739	7 736	9.6	1.38
Townsville	986	10 137	9.7	1.40
Cairns and District	1 029	10 570	9.7	1.40
Gulf and West Queensland (Mount Isa)	328	4 659	7.0	1.02
Peninsula (Cooktown)	51	4 390	1.2	0.17
Torres Strait	125	4 039	3.1	0.45
<b>Western Australia</b>				
Perth Noongar	1 064	12 544	8.5	1.22
Kaata-Wangkinyinyi (Narrogin)	219	4 235	5.2	0.75
Yamatji (Geraldton)	361	3 380	10.7	1.54
Ngarda-Ngarli-Yarndu (South Hedland)	349	3 015	11.6	1.67
Kullari (Broome)	141	2 362	6.0	0.86
Malarabah (Derby)	101	2 762	3.7	0.53
Wunan (Kununurra)	230	2 931	7.9	1.13
Western Desert (Warburton)	111	2 118	5.2	0.76
Wongatha (Kalgoorlie)	249	2 213	11.3	1.62
<b>South Australia</b>				
Patpa Warra Yunti (Adelaide)	606	8 749	6.9	1.00
Wangka-Willurrara (Ceduna)	102	1 248	8.2	1.18
Nulla Wimila Kutju (Port Augusta)	302	4 091	7.4	1.07
<b>Tasmania</b>				
Tasmania	483	9 767	5.0	0.71
<b>Northern Territory</b>				
Yilli Rreung (Darwin)	592	6 627	8.9	1.29
Jabiru	82	5 630	1.5	0.21
Miwatj (Nhulunbuy)	125	5 209	2.4	0.35
Garrak-Jarru (Katherine)	253	4 917	5.2	0.74
Yappakurlangu (Tennant Creek)	87	2 395	3.6	0.52
Papunya (Apatula)	75	5 640	1.3	0.19
Alice Springs	343	3 331	10.3	1.49
<b>Total</b>	<b>16 971</b>	<b>244 920</b>	<b>6.9</b>	<b>1.00</b>

(a) Based on ABS estimates of Indigenous population at 30 June 2000 and CDEP ceilings data for 1999-2000.

(b) The index is calculated as the ratio of Intensive Assistance and IEP commencements per capita, to national average Intensive Assistance and IEP commencements per capita.

Sources: ABS Experimental Projections of Indigenous Population, DEWRSB and ATSI data.

**Table 16** MAINSTREAM PROGRAMS AND CDEP COMMENCEMENTS, 1999 –2000

ATSI Region	Indigenous Intensive Assistance, IEP and CDEP commencements	Indigenous pop'n aged 15-64 <sup>(a)</sup>	Indigenous commencements per 100 Indigenous pop'n aged 15-64	Index <sup>(b)</sup>
	No.	No.		
<b>New South Wales</b>				
Sydney	1 671	24 081	6.9	0.33
Queanbeyan (includes ACT)	778	6 221	12.5	0.59
Binaal Billa (Wagga Wagga)	1 863	11 741	15.9	0.75
Murdi Paaki (Bourke)	1 663	5 969	33.5	1.58
Kamilaroi (Tamworth)	1 786	7 195	24.8	1.17
Many Rivers (Coffs Harbour)	2 589	16 591	15.6	0.74
<b>Victoria</b>				
Binjurr (Wangaratta)	820	6 948	11.8	0.56
Tumbukka (Ballarat)	787	7 226	10.9	0.51
<b>Queensland</b>				
South East Queensland (Brisbane)	1 653	19 325	8.6	0.40
Goolburri (Roma)	1 269	5 928	21.4	1.01
Central Queensland (Rockhampton)	1 005	7 736	13.0	0.61
Townsville	1 211	10 137	12.0	0.56
Cairns and District	2 485	10 570	23.5	1.11
Gulf and West Queensland (Mount Isa)	1 094	4 659	23.5	1.11
Peninsula (Cooktown)	3 146	4 390	71.7	3.38
Torres Strait	1 854	4 039	45.9	2.17
<b>Western Australia</b>				
Perth Noongar	1 544	12 544	12.3	0.58
Kaata-Wangkinyinyi (Narrogin)	1 389	4 235	32.8	1.55
Yamatji (Geraldton)	1 185	3 380	35.1	1.66
Ngarda-Ngarli-Yarndu (South Hedland)	1 060	3 015	35.2	1.66
Kullari (Broome)	1 536	2 362	65.0	3.07
Malarabah (Derby)	1 924	2 762	69.7	3.29
Wunan (Kununurra)	1 715	2 931	58.5	2.76
Western Desert (Warburton)	1 403	2 118	66.2	3.13
Wongatha (Kalgoorlie)	629	2 213	28.4	1.34
<b>South Australia</b>				
Patpa Warra Yunti (Adelaide)	1 210	8 749	13.8	0.65
Wangka-Willurrara (Ceduna)	802	1 248	64.3	3.03
Nulla Wimila Kutju (Port Augusta)	1 638	4 091	40.0	1.89
<b>Tasmania</b>				
Tasmania	583	9 767	6.0	0.28
<b>Northern Territory</b>				
Yilli Rreung (Darwin)	777	6 627	11.7	0.55
Jabiru	1 873	5 630	33.3	1.57
Miwatj (Nhulunbuy)	1 903	6 209	36.5	1.72
Garrak-Jarru (Katherine)	2 055	4 917	41.8	1.97
Yappakurlangu (Tennant Creek)	868	2 395	36.2	1.71
Papunya (Apatula)	1 220	5 640	21.6	1.02
Alice Springs	883	3 331	26.5	1.25
<b>Total</b>	<b>51 871</b>	<b>244 920</b>	<b>21.2</b>	<b>1.00</b>

(a) Based on ABS estimates of Indigenous population at 30 June 2000 and CDEP ceilings data for 1999-2000.

(b) The index is calculated as the ratio of all programs commencements per capita, to national average all programs commencements per capita.

Sources: ABS Experimental Projections of Indigenous Population, DEWRSB and ATSI data.