

Home and Community Care (HACC) New Entrant Development Project Final Report

October 2003



Published by the Victorian Government Department of Human Services
Melbourne Victoria Australia

October 2003

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ISBN 07311 59985

Published on <http://www.health.vic.gov.au/hacc>

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Summary

The Home and Community Care (HACC) New Entrant Development Project is part of the broader Victorian HACC Workforce Development Strategy Project, which focuses on recruitment, retention and training of staff employed by HACC funded agencies.

This project report, arising from the HACC New Entrant Development Project, focuses on the HACC Community Care workforce, the issues that affect the supply of this workforce and options for future action to improve recruitment to the HACC sector. Because HACC agencies work in a dynamic relationship with the external labour market, the report provides data on existing workforce and demographic trends, and how these affect recruitment of the Community Care workforce.

Data collection and workforce industry trends

At present the most reliable data on the general Australian workforce comes from the Australian Bureau of Statistics (ABS). Yet neither the Australian Standard Classification of Occupations (ASCO) nor the Australian and New Zealand Standard Industry Classification (ANZSIC) used by the ABS adequately deal with data collection in ways that provide useful data for establishing the numbers and characteristics of people employed in HACC roles at the national or state levels. These work roles are classified together with people undertaking similar work in different settings or contexts, such as disability, thereby making it impossible to separate HACC data from other related areas of work. It is therefore imperative that the HACC program begins to collect workforce data directly from its funded agencies to provide a basis for workforce planning and development.

Victoria's workforce has undergone some notable changes in the past decade: 'blue collar' work has not grown but 'pink collar' work (service roles, sales, etc.) has grown by about 30%. Pink collar work is overwhelmingly casual, undertaken largely by women and draws from the same labour supply as HACC Community Care work. The overall Victorian workforce is expected to grow at an average annual rate of 1.9% between 2002 and 2006. The individual occupations with the highest projected job openings in this period are in sales, and carer and aide roles, followed by school teachers.

This projected increase in carer roles includes Community Care workers, supporting the argument for enhanced recruitment and retention strategies in HACC.

The Australian community services and health workforce generally has lower participation by young people (10%), lower numbers of people from

non-English speaking backgrounds and higher proportions of women than the national average. Available data on the HACC Community Care workforce is consistent with these trends in the wider community services and health workforce.

Part-time and casual work, age and gender

In the past ten years part-time work has grown more rapidly than full-time employment. For young people, the number of full-time positions actually declined. 28% of total employment in Australia is part-time, and for every man employed in a part-time position there are 2.5 women working part-time. More male part-time workers (33%) regard themselves as underemployed; with only 17% of part-time women workers classifying themselves as underemployed.

Part-time work is sometimes confused with casual work. The term 'part-time' refers to a less than full-time position, or the hours worked. People who work casually may work full-time: the term casual refers to the absence of permanency and benefits. HACC Community Care positions are largely casual or part-time. The terms and conditions of employment shape, in part, the extent to which a position is regarded as desirable in the labour market. If male workers are required for Community Care work, data suggests that offering substantial working time allocations (20–25+ hours per week) will make the work more attractive to men.

Men are leaving the workforce earlier than they were 20 years ago and female participation is increasing in every age group. Yet, recent research shows that 60% of workers who faced management-initiated retirement wanted to keep working. For the first time most women (52%) in their 50s are working, and for the first time in a decade most men in their early 60s are in the workforce.

All this indicates that there are now more mature people looking for work, particularly men. These people are willing to work in permanent part-time positions; they want the security of regular, although reduced, employment.

Other industries

Other industries offering similar rates of pay to HACC Community Care (\$14–\$16 per hour average) and which offer largely part-time or casual work are retail, hospitality, security and commercial cleaning. These industries can be regarded as offering relatively low wages and are generally associated with limited prospects for advancement. They overlap with the identified 'employment growth areas' and can be seen to unwittingly compete with HACC for workers. Younger, mostly female workers, who can be seen as under-credentialed, staff jobs in retail. The same appears true for hospitality. These two industries have a benefit that HACC does not—the work is highly visible, and presumably this

assists in attracting recruits. People need to see or have some exposure to work to consider it as an employment option.

The high numbers of people currently working in retail (half of 15–19 year olds) means that part-time or casual work is not necessarily a deterrent. It may be that employers do not require a long term commitment from these workers. Young people can also enter the hospitality or retail industries as casuals with minimal training.

Job design and position descriptions

Agencies package the tasks in Community Care in a range of ways. For example some agencies require all workers who do Personal Care to also do Home Care. Jobs are described in various ways and are given a range of position titles.

To clarify the work of shaping pilot projects to support recruitment initiatives, and to offer a resource which agencies can draw on for their own purposes, this project developed a generic Community Care worker role statement incorporating Home Care, Personal Care, Planned Activity Groups, Respite, Property Maintenance and Delivered Meals, or combinations of these roles. Different approaches to job design (in particular offering potential workers more variety in their jobs) are likely to lead to the recruitment of a wider pool of workers.

New workers who could be targeted

The specific groups suggested for strategic targeting for recruitment are men aged 40+ (a time of planned or unplanned career change and when men are sometimes seeking part-time work), students (particularly those in health or human service disciplines), unemployed people, older workers (women as well as men) and existing volunteers.

People from culturally and linguistically diverse (CALD) backgrounds are also in great demand in agencies. The HACC Culturally Equitable Gateways Strategy has made them a focus, so less attention has been given to these groups in this report. Migrants with existing qualifications in related human service areas should also be targeted.

Impediments and benefits

The pay and lack of security in the number of hours worked are seen as the main deterrents to this work. Yet other sectors attract people with similar pay and conditions. What is a deterrent to one person, in a job role, may be an inducement to another. Significant factors that might attract or repel workers are: working alone in someone else's home; working with elderly, frail or disabled people; the requirement for training

and development; gender stereotyping; the need for a reliable car and the culture of the employing agency.

Supervision, support and training

Supervision, support and training provided for men, young workers and CALD workers varied little from that provided to other workers. It appeared in the research that some agencies believed that existing practices to cover supervision and support could be improved for all workers. Supervision, training and support, like recruitment and retention, are part of broader human resource functions; while some agencies have highly developed human resource systems, others are less equipped for this role.

The requirement for job-related training is seen as a potential barrier for some staff, particularly those who are already students in non-Community Care courses.

Some agencies had established good relations with training providers and Group Training Companies. There are opportunities for agencies to better utilise the resources of the national and state training systems.

Pilot project proposals

Three pilot projects were developed to test particular HACC sector recruitment strategies. Pilot project One focuses on attracting men, at a regional level, utilising Area Consultative Councils and existing employment services and networks. Pilot project Two focuses on attracting young people to work in Community Care, by raising awareness and understanding of the work and utilising Local Learning and Employment Networks. Pilot project Three develops a suite of resources to assist agencies with the recruitment of a more diverse range of staff, including advice about how to do it and tools to streamline recruitment processes and ensure greater effectiveness.

Recommendations:

1. That the Department of Human Services fund all three proposed pilot projects. There are many ideas or concepts for improving recruitment practices and outcomes that could be tested; however there is good support for these three; they have a sound rationale and appear most likely to yield the desired outcomes, benefits and value.
2. That the Department of Human Services develop a data collection process that can provide basic benchmark data about Community Care jobs. Victorian funded HACC agencies could provide this through new questions added annually for one of the Quarterly Minimum Data Sets.
3. That the Department of Human Services continue to use the HACC Workforce Development Strategy Project Consultation Network to provide advice about the workforce and to oversee the pilot projects.
4. That opportunities to publicise Community Care work and build its profile be utilised wherever possible. The community needs to see images of people doing Community Care work to know that it is an employment option; furthermore they need to see the diversity in the workforce and the consumers. Unpaid media is an option for this.

Background

This project arises from the Department of Human Services Victorian HACC Workforce Development Strategy Project. The HACC Workforce Development Strategy focuses on recruitment, retention and training of staff employed by HACC funded agencies, recognising that quality service provision is critically dependent on quality staff. Implementation of the Strategy began in 2001 and will continue during 2003–2004. Improving recruitment, retention and training will both increase the supply of Community Care workers and 'white collar' workers and increase the diversity of the workforce to match the increasing diversity of the HACC target group.

The Strategy was developed as a result of widespread concern expressed by HACC funded agencies and peak organisations about difficulties with recruiting, training and retaining staff, particularly Community Care workers. Work is being done within the Department of Human Services and through some contracted project work such as this project.

During 2001/2002 and 2002/2003 the Strategy has:

- completed initial issue scoping and analysis and data analysis
- undertaken developmental work on the Certificate III in Home and Community Care and Certificate IV in Service Coordination (Ageing and Disability) in the December 2002 National Community Services Training Package
- worked with the Vocational Education and Training (VET) system and HACC agencies to facilitate the implementation of the December 2002 Training Package
- promoted the use of traineeships and other labour force programs by HACC agencies
- funded a project to research Community Care worker recruitment and retention issues, including a report and seminar to disseminate the findings
- explored occupational health and safety issues in relation to recruitment, retention and training
- expanded and consolidated the HACC Regional Training Coordination function to provide HACC agencies with greater assistance with training needs analysis, access to training funded from a variety of sources and more HACC specific in-service training
- established a Statewide HACC Program training and planning and policy development process
- prepared policy and planning material for other workforce projects within the Department of Human Services and other government departments and authorities

- established the HACC Workforce Development Strategy Project Consultation Network.

In 2003–2004 the Strategy will:

- continue to work on training and occupational health and safety issues
- implement the HACC New Entrant Development Project
- undertake pilot projects based on the outcomes of the above project
- participate in and contribute to the HACC Culturally Equitable Gateways Strategy
- examine 'white collar'/professional support and development mechanisms at the regional level
- explore the nexus between recruitment and training
- consider medium to long term workforce intervention strategies for the HACC Program.

In addition the HACC Program has also undertaken work on Assessment and Care Management and capacity building in Aboriginal agencies. In 2002 the Department of Human Services in conjunction with the Municipal Association of Victoria undertook a survey of Assessment and Care Management. The aim was to provide an overview and analysis of the range and scope of tasks undertaken by local government and other key HACC providers funded under the Assessment and Care Management activity. This included the role of assessors in the agency and assessors' experience, qualifications and competencies.

The Victorian Home and Community Care Program works with four Regional Networks of HACC-funded Aboriginal agencies and their statewide body, the Victorian Indigenous Committee for Aged Care and Disability (VICACD) to plan and implement service development initiatives. These include the following initiatives focusing on workforce development and capacity building:

- ATSI HACC Training Initiative: During 2002–03 VICACD and its Regional Networks made substantial progress in the provision of Certificate III training to Aboriginal HACC workers. Indigenous HACC development workers organised and participated in sessions to identify and prioritise training needs and to select training providers to develop and deliver training programs.
- Training providers selected by Regional Networks of Aboriginal agencies have included Victoria University, RMIT and Baytec. Several groups have completed their training in Certificate III in Community Services (Aged Care) and other groups are scheduled to finish by late 2003 or early 2004. In 2004, new groups of workers to commence training will receive training in Certificate III in Home and Community Care. Coordinators and managers will be offered a choice of Certificate IV in Aged Care Work, Certificate IV in Service Coordination (Ageing and Disability), Certificate IV in Business (Governance), Frontline Management (at Certificate IV or Diploma level) or another Diploma course.

- ATSI HACC Policies and Procedures Project. This project was undertaken to facilitate the development of tailored HACC policies and procedures manuals for all Aboriginal HACC-funded agencies in Victoria to support implementation of the Victorian HACC Program Manual at agency level. A consultant prepared a generic template and used it as a base for conducting regional workshops, producing draft agency manuals and then finalising the manuals through individual agency visits. The process of manual development was designed to enhance each agency's understanding of the HACC Program and its policies and how these apply to its operations. As much as possible, Committees of Management, CEOs, HACC Managers/Coordinators and workers were actively involved.

The objectives of the HACC New Entrant Development Project were to:

- identify categories of workers in the labour force who are currently not usually employed as Community Care workers but who could potentially do this work, for example men, younger people, people from CALD backgrounds
- identify any impediments to recruiting these workers, for example limitations caused by Commonwealth Government policy on traineeships, need to own a car
- identify what type of supervision, support and additional training may be needed to support these workers both before and after they start employment
- examine how job design, for example rostering, may impact on Community Care recruitment and retention
- examine the impact on the existence of a critical mass of worker numbers on recruitment and retention; for example, it may not be possible for an agency with a very small number of workers to offer a traineeship
- design recruitment strategies for these workers, to be piloted by HACC Program funded agencies.

The project consisted of ten key tasks and this report is structured around these key tasks.

1. Analysis of relevant available Australian labour force data and research.
2. Examine other subsectors of the workforce that may be competing to employ the same categories or groups of workers.
3. Examine existing published and unpublished data, research and other material on Community Care workers to identify relevant material from Australia and overseas.
4. In conjunction with the Department of Human Services and the HACC Workforce Development Strategy Project Consultation Network develop a set of proforma job descriptions that can be used as a basis for matching new entrants with job roles.

5. Identify categories of workers in the labour force who are currently usually not employed as Community Care workers but who could potentially do this work and be attracted to work in this field, for example men, young people, people from CALD backgrounds.
6. Identify any impediments to recruiting these workers, for example limitations caused by Commonwealth Government policy on traineeships, the need to own a car.
7. Identify what type of supervision, support and additional training may be needed to support these workers both before and after they start employment.
8. Examine how job design, for example rostering, may impact on Community Care worker recruitment and retention.
9. Examine the impact of the existence of a critical mass of worker numbers on recruitment and retention. For example, it may not be possible for an agency with a very small number of workers to offer a traineeship.
10. Design recruitment strategies for these workers, to be piloted by HACC Program funded agencies.

Originally the intention was to focus on attracting more men, people from CALD backgrounds and younger people to HACC Community Care worker jobs. However during the course of this project the HACC Program Culturally Equitable Gateways Strategy (CEGS) was introduced.

CEGS aims to expand and improve the use of mainstream HACC Program services by people from culturally and linguistically diverse backgrounds.

In recognition of the underutilisation of HACC services by people from CALD backgrounds, the Minister for Aged Care approved the allocation of \$2.068 million for the Culturally Equitable Gateways Strategy (CEGS) comprising several elements:

- capacity building to local governments to provide a culturally friendly gateway to HACC services and ensure appropriate linkage with ethno-specific agencies
- capacity building for ethno-specific agencies to provide practical, hands-on support to local councils to offer culturally appropriate services and enhance service linkage
- funding for HACC funded Migrant Resource Centres for flexible service responses to the needs of small and emerging ethnic communities
- leadership and sectoral development within and across ethno-specific, multicultural and local government sectors to improve service provision
- strategy for recruitment of bilingual/multicultural staff in HACC.

Further detail of the Culturally Equitable Gateways Strategy (CEGS) and two recruitment-related project briefs can be found in Appendix III.

There is also work being undertaken by Adult Multicultural Education Services (AMES) focusing on recently arrived migrants in the Skilled Migrant category, delivering the Certificate III in Home and Community Care and providing job search help for this group.

HACC in Victoria: the project context

The HACC workforce consists of four groupings of workers:

- workers who occupy supervision, management, service coordination, assessment, case management and volunteer coordination positions
- nurses and allied health professionals in clinical roles, for example district nursing
- workers who provide Personal Care, Home Care etc (who will be referred to as Community Care workers in this project)
- volunteers who work in Delivered Meals, Planned Activity Groups (PAGs), Respite services, friendly visiting, transport and Telelink.

Community Care workers are assigned various job titles, but the work that this project concerns is defined by DHS as:

- Home Care
- Property Maintenance (and Minor Modifications)
- Personal Care
- Planned Activity Group (core and high)*
- Respite – Home and Community
- Respite – Overnight
- Delivered Meals (involving paid staff)
- The above services when provided through Linkages packages.

* Note: the project does not include Planned Activity Group Coordinators or Assistant Coordinators in its scope.

It should be noted that not all HACC funded agencies employ Community Care workers.

Nurses and Community Care workers constitute the largest subgroups of the HACC workforce. Planned Activity Groups (PAGs) are provided by most non-government non-profit organisations which the HACC Program funds, as well as most local governments. PAGs are the most organisationally diverse HACC activity. They are unique amongst HACC services in that they are always provided in a venue away from the client's home. PAGs have a different service profile and possibly different workforce issues to other HACC activities.

As at 30 June 2003 the Victorian HACC Program provided recurrent funding to approximately 500 organisations for services to the frail aged, people with disabilities and their carers. Slightly less than 400 of these receive funding for activities which employ Community Care workers. A breakdown of the agencies by funding levels is shown in the table below. Please note that the information provided in this table only relates to the Community Care workforce this project focuses on, and not the HACC budget in its entirety.

Number of HACC agencies funded for activities employing Community Care workers by type of agency by funding level

Funding category (\$ per year) for activities	Total no. of agencies funded	Median value (\$)	Type of agency#						
			BN	CHS	E	H	K	LGA	NGO
Less than 50, 000 ⁽¹⁾	142	22,402	7	10	25	26	11	-	63
50,000 – 99,999	45	75,039	-	-	6	11	6	-	21
100,000 – 249,999	76	147,350	-	7	9	21	4	3	32
250,000 – 499,999	46	336,964	-	4	2	11	2	15	12
500,000 – 999,999 ⁽²⁾	31	717,815	-	4	3	3	-	20	1
More than 1 million	54	2,279,823	-	4	-	7	-	37	6
TOTALS	394		7	29	45	79	23	75	135

Key to types of agencies:

BN = Bush Nursing Centre

H = Hospital

LGA = Local government authority

CHS = Community Health Service

E = Ethnic agency

K = Koori agency

NGO = Non-government organisation (includes the Royal District Nursing Service)

- 1 The agencies receiving less than \$50,000 in this list are predominantly funded for Planned Activity Groups.
- 2 Approximately 65% of those receiving more than \$500,000 for activities which employ Community Care workers are local government authorities. Of the 28 other agencies, 16 are only in this category because they are funded to provide Linkages. It will be important to discover whether they are significant employers or contract out the services to other agencies.

It can be seen from the table above that about one fifth of funded agencies receive more than \$500,000 per year for these activities. By totalling the funding these agencies receive it can be seen that 84 agencies (21% of the total number of agencies) receive a total of \$147,836,071 or 81% of funding. This has implications for recruitment strategies and suggests that targeting a relatively small number of agencies could have a significant impact on workforce numbers.

The ageing population

The number of Australians who need care in their homes will continue to increase as the population ages. There were 585,592 Victorians aged 65 and over in 2001, and Australian Bureau of Statistics (ABS) population projections indicate that the Australian population aged 65 will triple over the next 50 years. In Victoria, in 2001, there were nearly 443,000 Victorians aged 70 years or more. A statistical overview of HACC (DHS, 2001) states that in the decade to 2010, the population aged 70 plus will grow by 15.3% to reach 510,215 people. The growth in the number of people aged 80 plus is the largest single factor in determining future demand for HACC services. ABS data indicates that as people age beyond 80–84 and even more so for 85 plus, the level of frailty, and severe or profound disability, rises sharply.

Government is providing increased funding for this growing group of consumers. Funding may be channelled directly through the HACC program or through other specific programs such as the Community Aged Care Packages (CAPs) or Extended Aged Care in the Home (EACH). Keeping people at home provides many advantages to the consumer but also has economic advantages: when Community Care cannot be provided one could reasonably expect to see increases in the development of acute conditions and hospital admissions within this population.

Regional differences are reported in the data. 32% of consumers live in DHS's five rural regions. Reportedly country Victorians are slightly over represented among HACC consumers.

It is expected that as postwar immigrants age, they will make up a higher proportion of the older population. While in 2001 the age structure of older people from culturally and linguistically diverse (CALD) backgrounds was somewhat younger than that for the non-Indigenous Australian-born population, this pattern will change over the next two decades. The Australian Institute of Health and Welfare reports that in 2001 only 2% of the total population aged 85 and over were from CALD backgrounds, compared with 8% of Australian born non-Indigenous people in this age group (AIHW, 2002).

Overview of current workforce issues

There are several key issues which have been identified regarding the future availability of Community Care workers.

- At present most people employed as Community Care workers are women and the majority of these are over the age of 35. The HACC target group population will increase greatly in the next 30 years but the number of women aged 35 to 55 is not going to increase significantly. Therefore the traditional pool of workers for this type of work is diminishing.

- Community Care work is seen as low status and not valued by some people. This perception is probably an impediment to the recruitment of a wider variety of workers.
- Pay for Community Care work is similar to that for unskilled casual work. This is probably an impediment to the recruitment of a wider variety of workers.
- Consumers with more complex needs are being supported at home. These consumers place greater demands on Community Care workers and also are more likely to need Personal Care. The pool of workers prepared to do Personal Care has always been relatively small.
- The profiles of Community Care workers are less and less matched. For example an increasing number of men are receiving HACC services and may prefer to receive services such as Personal Care from a male Community Care worker.
- There is a need to diversify the cultural background of workers as people from different cultural backgrounds age in greater numbers. Victorians come from 233 countries, speak 182 languages and follow 116 faiths. The largest proportional increase of people aged 70 and over has been of people born in countries where English is not the first language. This group increased from 12.3% of the state's older population in 1991 to approximately 25% now and will continue to grow over the next two decades, reflecting the ageing of the postwar migrant population.
- Employing older workers is perceived by some employers to increase occupational health and safety risks.

The match between consumer and carer is obviously critical to successful outcomes. Carers need suitable skill sets, values and attitudes and a commitment to this type of work. Agencies need good recruitment and selection methods, together with a well-developed human resources framework that will ensure staff perform well and have an ongoing commitment to the work and the organisation.

By relative standards, the work is low-paid and perceived to have low status in the community. There are variations in pay rates, terms and conditions across agencies. Some workers have multiple employers. Most agencies require workers to have a current driver's licence and to use their own transport to move between clients. Only some agencies offer reimbursement for this cost.

The Community Care workforce could be strengthened by diversification, with a higher proportion of males, more younger workers and more cultural and linguistic diversity. Such change would mean less reliance on middle-aged women and should enable better matching between consumer and carer.

Internal and external issues

The focus of this project is on recruitment of a wider range of workers to the statewide Community Care workforce. The project is not looking at individual agencies—some agencies have best practice approaches to recruitment, whilst others appear lacking in basic recruitment and selection procedures. It is not in the scope of this project to address these procedures; rather the project took a statewide approach by viewing the recruitment needs of the HACC sector as a whole.

A recent report on recruitment and retention of Community Care workers found that approximately half of the agencies participating in that study did not have recruitment problems (Angley and Newman, 2002). For the agencies that did experience difficulties, recruitment problems can be clustered into internal or external difficulties. Internal difficulties relate to individual agency human resource practices. For example the agency may not have the infrastructure to manage recruitment drives, may pay less than others, or may have problems with retaining staff. External difficulties are issues which individual agencies can do little to address at the local and require more systemic and collaborative approaches. For example agency may be located in an area with a higher socio-economic demographic profile and therefore have fewer people prepared to work for lower wages, or there may be higher paying local alternatives that require the same or similar skills sets. This project addresses recruitment at this external level, and will not focus on the individual agency level.

This separation of internal and external recruitment issues provides a very basic splitting of the problems to be addressed. It appears that agencies sit along a spectrum ranging from no or very few problems with recruitment to quite severe difficulties in sourcing and attracting staff. Agencies are in a dynamic environment and are in competition with other employers to locate suitable and skilled workers.

As a first step it is important to look at where recruitment fits within a broader framework.

The human resources life cycle

Recruitment practices sit within the wider human resources life cycle. Prior to recruiting, agencies need to link the work to their strategic direction, be clear about structure and reporting lines and ensure that accountabilities are in place. Work on job analysis and job design should be an ongoing process and include reviewing demand and the requirements of the work. Such information should assist with designing jobs as 'packages' to meet established demand and provide satisfying and interesting activities and the best possible conditions. Skill requirement also need to be clearly identified, with training and development approaches planned. Consideration needs to be given to whether staff should be trained or experienced prior to employment (with the agency providing ongoing support) or whether the agency will take on unskilled workers and play a major role in skilling and educating them.

It should be noted that it is not possible to consider recruitment without at least giving consideration, even if only fleetingly, to selection. Recruitment is the process of searching for and identifying job candidates in sufficient quantity and of sufficient quality to meet organisational objectives. Selection is the process of choosing from amongst candidates who meet minimum criteria those most likely to succeed in the job. Both processes need to be considered if employers are to be confident that they are making the best possible choice and are recruiting people who will perform well and for a reasonable period of service.

Good recruitment should aim to:

- increase the pool of applicants with minimum cost
- reduce the numbers of underqualified or overqualified people
- reduce the numbers of people who will leave after a short period of service
- meet all Equal Employment Opportunity requirements and fit with the social objectives of the organisation
- broaden the skill base of the existing workforce
- meet the requirements of the Victorian HACC Program Manual.

Recruitment methods available include accessing government-funded employment services, hiring private recruitment agencies, advertising (in all available forms), using existing workers to nominate other suitable workers, using job-matching processes (documenting lists of unsuccessful but highly suitable candidates) and inducement ('selling' the organisation and the jobs through various methods).

It is desirable to have a large and appropriately skilled pool of candidates from which to select. Yet even in such circumstances some organisations (in all industry settings) do not realise the advantages of such a pool, due to poor selection processes. Organisations need clearly established processes and protocols for selecting candidates. Most selection processes in HACC are reported to rely quite heavily on the interview process (as opposed to testing or profiling the individual candidates); however it appears little research has been done to review the quality and evaluate the success of various selection methods. This is the case in most industries.

As previously stated, the focus of this report is on recruitment to the Home and Community Care sector. However good selection procedures and a good human resources infrastructure are essential if agencies are to support recruitment initiatives and get best value for employers and consumers.

1. Analysis of available Australian Labour Force data and research

As one of the purposes of the HACC New Entrant Development Project is to 'design strategies for recruiting a wider variety of workers as Community Care workers', it is important to have an understanding about the current Community Care workforce and the potential workforce from which additional, or different, workers can be drawn. When planning for recruitment of more and different people to HACC Community Care worker roles, it is important to look at recent and predicted changes that may affect this activity. What follows is a snapshot of workforce trends and an analysis of their potential impact on HACC recruitment strategies.

The Australian Bureau of Statistics utilizes two classification systems to collate data pertaining to the workforce: the Australian Standard Classification of Occupations (ASCO) and the Australian and New Zealand Industry Classification (ANZIC). At present the ABS is the sole provider of ongoing workforce data collection relevant to the HACC workforce. However, the value of ABS data for HACC workforce analysis is questionable since the categories ASCO and ANZIC do not match the range of HACC activities.

The Australian Standard Classification of Occupations (ASCO) and HACC

The Australian Standard Classification of Occupations (ASCO) classifies all listed occupations into eight major groups. Each of these is further divided into subgroups, minor groups, unit groups and occupations. The ASCO code or 'occupation' that most closely fits many HACC Community Care workers is 6313-17 Aged or Disabled Person Carer – Home Support Worker. This categorisation is arrived at through:

Major Group 6 – Intermediate clerical, sales and service workers
 Sub Major Group 63 – Intermediate Service Workers
 Minor Group 631 – Carers and Aides
 Unit Group 6313 – Special Care Workers
 6313 – 17 Aged or Disabled Person Carer, Home Support Worker.

The Australian and New Zealand Standard Industry Classification (ANZSIC) and HACC

'The Australian and New Zealand Standard Industrial Classification (ANZSIC) was developed in 1993 and is the standard classification used in Australia and New Zealand for the collection, compilation and publication of statistics by industry. ANZSIC is a key component of an integrated statistical framework, providing a standard framework for classifying establishments (e.g. individual mines, shops, factories, etc.) and other statistical units by industry in official statistics. It is the means by which each establishment is classified to the same industry in all statistical collections in which it is included.' (<http://www.abs.gov.au/>)

The code uses an alphabetical list of Divisions, set out below:

Division A - Agriculture, Forestry and Fishing
Division B - Mining
Division C - Manufacturing
Division D - Electricity, Gas and Water Supply
Division E - Construction
Division F - Wholesale Trade
Division G - Retail Trade
Division H - Accommodation, Cafes and Restaurants
Division I - Transport and Storage
Division J - Communication Services
Division K - Finance and Insurance
Division L - Property and Business Services
Division M - Government Administration and Defence
Division N - Education
Division O - Health and Community Services
Division P - Cultural and Recreational Services
Division Q - Personal and Other Services

Division O: Health and Community Services, includes all units mainly engaged in providing health and community services. Within this there are several subdivisions and groups.

Subdivisions and Groups

86 Health Services

861 Hospitals and Nursing Homes

862 Medical and Dental Services

863 Other Health Services

864 Veterinary Services

87 Community Services

871 Child Care Services

872 Community Care Services

Group 872 can be further divided as follows:

8721 Accommodation for the Aged

8722 Residential Care Services not elsewhere classified

8729 Non-Residential Care Services not elsewhere classified.

It is this last subdivision, 8729, which is most closely related to HACC. The quote below defines the organisations the ABS would categorise into this subdivision:

'This class consist of units mainly engaged in providing welfare services N.E.C. This class also includes fund raising services for welfare purposes.'

Primary Activities

Adoption service; Adult day care centre operation; Alcoholics anonymous operation; Emergency housekeeping service; Marriage guidance service; Meals on wheels service; Non-residential welfare service; Parole or probationary service; Welfare counselling service; Welfare fund raising

It can be seen that some HACC activities may be covered in the subdivision above, but the classification is much broader than HACC.

It may be tempting to look at Division M for Government Administration and Defence to find local government agencies that are large providers of HACC services and large employers of the HACC workforce. However, local government code 8113 covers 'units mainly engaged in Local Government administration. The code specifically states that:

'Units of Local Government authorities mainly engaged in activities other than government administration are included in classes appropriate to these activities.'

Primary Activities

Animal control (Local Government); Beach inspection (Local Government); Building inspection (Local Government); Environmental standards control (Local Government); Food, water standards control (Local Government); Health inspection (Local Government); Local Government administration; Parking and Traffic control (Local Government); Town planning (Local Government); Vehicle parking regulation (Local Government)

It can be seen from the above that none of the categories outlined by the ABS is clear enough for any analysis of ABS statistics to be of much help in defining the workforce or their employers.

The ANZSIC system which was developed in 1993 is currently under review and a revised code ANZSIC 2006 is due to be available by the time of the next census. The current proposal is that Division O from the 1993 code be replaced with a division called Health Care and Social Assistance, similar to the old Division, but excluding Veterinary Services. The 2006 Code proposes a subdivision called Resident Care and Home-Based Care Services, which is further divided so that Home-Based Care Services is a group in its own right. This may initially appear to be an improvement but there still remains the problem that many organisations which provide HACC services do so as what the ABS would term a 'secondary activity'. This would include HACC services provided through Community Health Centres or local government authorities that would not be categorised within this new group. The ANZSIC system is predicated on the idea that each unit fits into only one industry category, that of its 'primary activity', so it will continue to be of limited use in analysing providers of HACC services.

Clearly not all those counted by the ABS as matching the 'Aged or Disabled Person Carer, Home Support Worker' category would be HACC Community Care workers. Some HACC Community Care workers—most notably those involved in PAGs (not Home Support) or those involved in home maintenance—may not be included in this category at all. Aged and disabled carers are currently combined in national data collection. This is a major issue for HACC. Existing nationally sourced data cannot be deemed reliable for HACC workforce planning or development purposes. The HACC program will need to develop a process by which it can collect its own statistics from funded agencies in order to gain the most accurate picture of the current workforce.

An annual data collection, linked to the quarterly requirement of funded agencies to provide data to the Department of Human Services, would be a cost-effective way to gain data about the workforce. It will be important to balance the desire to collect data with the requirement to ensure that the data collection is easy for the funded agency. Information about numbers of staff, gender, age, average number of hours worked per week and program where each individual spends most of their time would provide a set of good simple benchmark data. Over time it would be good to add 'qualifications held' to the questions asked, but this would probably need to be a question aimed at the individual worker, rather than the employer, who in many cases would not keep that data.

Preliminary discussions were held with Department of Human Services staff about the practicalities of collecting and managing workforce data. It appears that there is strong support for the initiative and certainly agencies and peak organisations are keen to have more information about workforce data and trends.

General workforce trends

Labour force trends obviously have a direct link to the general economy, but also to population fluctuations.

- Victoria's population aged 15 and over grew at about one per cent per annum between 1987 and 2001 and is projected to continue to grow at this rate for at least the next decade.
- Population growth has not been evenly distributed across age groups, with the number of 15 to 24 year-olds in Victoria declining significantly in the period 1990–2000 (this decline is not projected to continue into the next decade although any growth will be marginal).
- A very high growth has occurred and will continue in the coming decade among persons aged 55 and over.

There were a number of notable changes in participation in both the Victorian and Australian labour force in the past decade.

- Participation in the labour force by males aged 20 to 24 years in Victoria declined by about 5% during the 1990s and was similar to that for Australia as a whole. Participation by females aged 20 to 24 years in Victoria was lower than for males but relatively unchanged. The labour force participation rate of females aged 20 to 24 years was marginally higher for Victoria than for Australia.
- During the 1990s the number of professionals overtook the number of tradespeople and intermediate clerical, sales and services workers, and was the strongest occupational area of growth in the decade on an Australia wide basis. The least skilled jobs moved in two different directions. 'Blue collar' occupations (labourers, and intermediate transport and production workers) had very little growth. 'Pink collar' occupations (elementary sales and service workers, including Community Care workers) grew by about 30%. According to Watson et al (2003) this is an occupational grouping where large numbers of women work and where the work is overwhelmingly casual. For HACC this is very significant as the demand for new workers is overtaking the available supply. There is an increasing demand for these workers and this will continue.

New entrants and workforce gender profiles

The ABS predicts that there will be 387,000 job openings for new entrants into the workforce in Victoria over the next five years. Net turnover accounts for 60% of these openings and the remainder is due to growth.

Shah et al (2002) report that (between 1987 and 2001) the labour force participation rate of males aged 25 and over declined by two to three percentage points, while for females the rate increased by six to seven percentage points. In 2001, however, the participation rate of females aged 25 years or older was still less than that for males by 20 percentage points.

Regional differences

Projections for different regions within Victoria reveal considerable variation. The cohort aged 25 to 44 is projected to decline in size in all non-metro regions to 2011. The extent of this decline ranges from 2.1 per cent in Barwon to 18.4 per cent in the Wimmera region. Many non-metro regions are also projected to experience a decline in the population aged 15 to 19, with the largest decline of 6 per cent projected for East Gippsland. The projections also indicate that population ageing will be more pronounced in many non-metro regions. For example, the population aged 75 and over is projected to rise by 35 per cent in Gippsland and 29 per cent in Goulburn (OTTE, 2002).

Annual growth and industry variations

The overall Victorian workforce is predicted to grow at an average annual rate of 1.9% between 2002 and 2006. This is slightly below the 2.1 % rate for Australia. The highest rate of net replacement need is for Elementary Clerical, Sales and Service Workers. Many jobs in such occupations may need little formal training for entry. Net replacement rates vary across occupations within the major occupation groups.

The highest annual rate however is for Elementary Clerical, Sales and Service Workers. The ten individual occupations with the highest projected job openings are:

1. Sales Assistants
2. Carers and Aides
3. Miscellaneous Elementary Sales Workers
4. School Teachers
5. Computing Professionals
6. Hospitality Workers
7. Road and Rail Transport Drivers
8. Miscellaneous Business and Administration Associate Professionals
9. Elementary Food Preparation and Related Workers
10. Miscellaneous Business and Information Professionals.

According to Shal, et al, for the period 1993–2001 annual employment growth rates in Victoria were strongest in the Property and Business Services (7.7%); Cultural and Recreational Services (6.4%); Accommodation, Cafes and Restaurants (4.8%) and the Construction (4%) sectors. Employment declined in the Utilities Sector (-5.1%) and in Government Administration and Defence (-3%).

Some features of the health and community services workforce to keep in mind are:

- The Victorian community services and health workforce has a relatively low level of participation of young people (10% compared with the national average of 20%) and, in general, has a higher representation of older workers compared to the national average.
- Only 12% of the health workforce and 10% of the community services workforce are from a non-English speaking background (compared with 17% in the total workforce nationally).
- There is an over-representation of workers from a non-English speaking background in some areas such as cleaning, food services, laundry work and nursing assisting—but not in HACC.
- 76% of the national community services workforce is female (Community Services and Health Training Australia (2002)).

Given this, the existing HACC Community Care workforce is, in large part, reflective of the wider health and community services industry trends.

The rise of part-time work

Given that a large proportion of Community Care positions are less than full-time, it is important to look at the characteristics of the total part-time workforce, from which these people are drawn.

For the period 1993–2001 part-time employment in Victoria grew more rapidly than full-time employment (5.4% part-time for males per year compared with 1.3% per year full-time for males, and 3.0% part-time for females per year compared with 2.1% per year full-time for females). The relative growth of part-time employment was greater for younger people. For 20 to 24 year-olds, the number of full-time jobs actually declined. The proportion in full-time employment only increased for females 25 years or older.

The number of people in Australia employed part-time has increased considerably over recent decades, and in September 2002 accounted for 28% of total employment. Contrary to many widely held perceptions, the majority of part-time workers (78%) do not want to work additional hours.

The Australian Bureau of Statistics (ABS) refers to people who currently work less than 35 hours a week, would prefer to work more hours, and are available to work those extra hours as 'underemployed'. In September 2002 there were 1.9 million women working part-time in Australia, compared with 749,000 men. For every man employed in a part-time position in Australia there are two and a half women. Put another way, if there are 350 part-time jobs, 100 will go to men while 250 go to women.

In 1994, 33% of all male part-time workers were underemployed, compared with 17% of female part-time workers. In 2002, these proportions were 27% and 17% respectively. Underemployed part-time workers tend to be younger than other part-time workers. They are more likely to be aged under 25 years (37% of underemployed part-time workers in September 2002 compared with 30% of all part-time workers) and less likely to be aged 45 years or over (22% compared with 32%). In September 2002, part-time workers who were underemployed preferred to work an average extra 15 hours. Underemployed men wanted more additional hours than underemployed women (17 compared with 14 hours). In general, underemployed persons working shorter hours wanted to increase their hours of work by more than those working longer hours.

In September 2002 almost three quarters (73%) of all underemployed male part-time workers wanted full-time work, compared with nearly half (49%) of underemployed female part-time workers. At the same time, more than half (56%) of all underemployed part-time workers were actively looking for additional hours of work. Almost one quarter (24%) had registered with Centrelink for job search assistance (ABS, 2003).

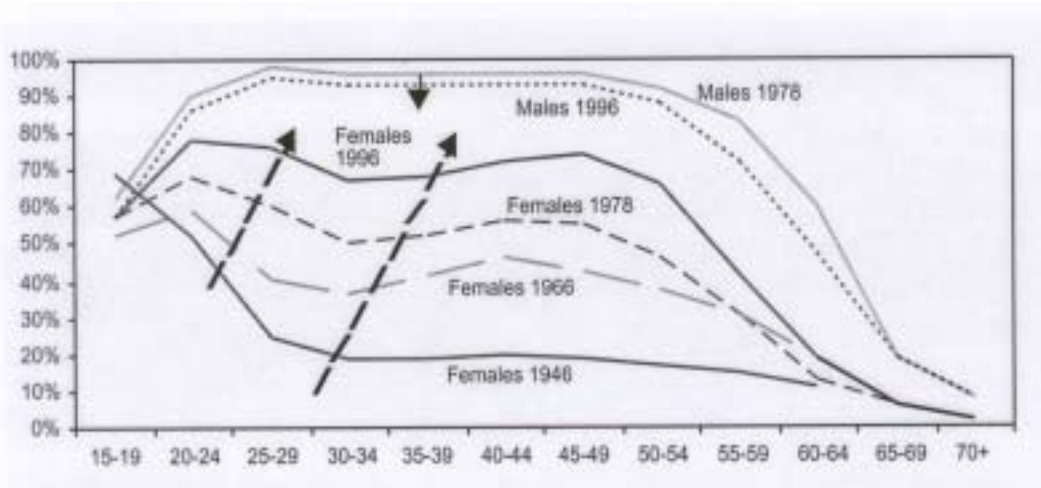
The fact that three quarters of underemployed men want full-time work has serious repercussions for attracting them into the HACC workforce where little full-time work is currently available. However, the statistics also show that there are half a million men working part-time and not wanting to work additional hours, within Australia.

Watson et al (2003) discuss what they term 'different dimensions of employment'. By this they mean looking at the legal employment relationship (permanent, casual) and the time dimension of work (full-time or part-time). They argue that the word casual has been used to mean part-time in some contexts and to mean not permanent in other contexts.

While many part-time jobs (hours worked) are also casual (mode of engagement) not all of them are. Some part-time jobs are permanent, and some casual jobs are full-time... Casual jobs accounted for only 16 per cent of all jobs in 1990, but they accounted for 66% of the increase in total employment from 1990 to 2001.

They define casual as a job 'with no leave or other entitlements', a similar definition to that used by the ABS. The authors go on to discuss the advantages and disadvantages of part-time work from the point of view of the worker. They argue that part-time work is neither good nor bad, but propose a checklist for defining 'good' part-time work that includes:

- substantial hours of work (20–25+ hrs per week)
- effective access to part-time work at all occupational and seniority levels and for both men and women
- the same protections as full-time work in respect to job protection and predictability of hours
- pro-rata wages and access to benefits, including training
- being able to transfer either way between full-time and part-time work.



Age participation rates and the 'Mature Age Worker'

Figure 1: (Commonwealth Department of Health and Ageing, 1999)

The graph above shows the age-specific workforce participation rates of males and females over the last fifty years. Key points to note are that:

- Men are leaving the workforce earlier than they did twenty years ago.
- Female participation has increased significantly in every age group up to 55–59 years.
- Each twenty year period marks a closer convergence between male and female participation rates.
- The childbearing/raising 'dip'—which affects women's participation rates—now occurs significantly later than in the past, and reduces women's participation rates in the workforce for a shorter period than it used to.

The available research indicates that 60% of workers who faced management-initiated retirement wanted to keep working (Commonwealth Department of Health and Ageing, 1999). Evidence quoted in that report suggests that a younger worker is five times more likely to change jobs than a mature age worker.

Between March 1996 and September 1999, 520,000 new jobs were created in Australia. Two out of every three of these jobs were taken by people over 45 years of age.

A recent Federal Government symposium on the 'ageless workforce' considered ABS data (*The Age*, 27 August 2003, p3). This most recent data indicated that:

- There are dramatic changes to the number and proportion of people in their early 50s and 60s who are staying at work.
- For the first time, most women (52%) in their 50s are working.
- The trend towards early retirement for men has now been reversed, having dropped steadily for the past 25 years.
- For the first time in a decade most men in their early 60s are in the workforce.

There are several reasons given for these changed patterns. Couples have children later and often have dependent children whilst still in their 50s. People are also healthier now and less likely to take ill health retirement.

Retention issues

Any attempt to look at developing methods to improve recruitment approaches should also consider retention. Some work has been undertaken looking at retention rates or turnover rates but much of the data could be questioned. What would a reasonable turnover rate be in these jobs? To what extent can employers affect turnover? Is there such a thing as positive turnover, and if so, what percentage would it be? Turnover because of family reasons, death or illness is beyond the control of the employer. Is it possible to isolate 'preventable turnover' and address its causes? 'High turnover' is seen as a problem but what is meant by high?

According to the Australian Human Resources Institute the 1999 Australian average all industries turnover figure was 9.1%. According to the CSHTA Strategic Plan the median for the Human Services Industry was 14.7%. In the Queensland Disability Services project *Planning for Capability*, a survey of direct support staff employed in 28 'service points' showed a median of 28% turnover and a mean of 33%. Victorian disability research undertaken by Precision Consultancy in 2002 showed that, slightly more than 20% of staff employed by funded disability agencies had been working for their current employer for less than 12 months and 37% for less than two years. This suggests a turnover of between 20 and 30%. In that project it was found that about a third of people who left their employer left the industry altogether, while the others moved to other employers within the same field. If industry turnover was the issue, the figures would be less than 'specific employer' turnover.

There is no directly comparable data for Victorian HACC agencies, although Anglely and Newman found that of agencies surveyed, half reported a turnover rate greater than 10%. About 20% reported a turnover rate greater than 20%. It is not clear how agencies were estimating turnover, and as can be seen from the other research documented above, different definitions have been used. Although the pilot projects proposed in this report focus on recruitment, it will also be important to focus on retention.

2. Other subsectors of the workforce that may be competing to employ the same categories of workers

There is much that needs to be discovered about 'the HACC Community Care workforce'. It would be useful to know where people come from when they enter 'HACC work' and where they go when they leave. For instance, do people move into part-time HACC positions from unemployment, from other HACC or 'HACC-like' work, from other areas of care work, or from completely different industries?

Neoclassic theories of the labour market assume perfect competition, informal and rational decision making by employers and employees. In this simplified view of the world, employers wish to make profits and seek lowest cost workers. Workers wish to maximise their wages and are willing to move from employer to employer to do so (Loveridge and Mok, 1979). The labour market is therefore supposed to be in equilibrium, with workers finding employment in jobs that best suit their skills and needs and employers finding the most productive workers.

A second theory, labour market segmentation, proposes that the labour market is divided into two segments and there is little mobility between them. In the first segment—the primary sector—jobs are essential to the production process. Well paid, secure positions with on-the-job training and advancement through the company reduce labour turnover and enhance the skill base within the company/organisation. Jobs in the secondary labour market are exactly the opposite, requiring fewer skills, offering lower wages and are generally associated with limited prospects for advancement.

If it is accepted that the majority of HACC Community Care worker positions currently fit most of the characteristics of the secondary labour market, then other jobs in this same segment of the labour market need to be considered. It should not be argued that Community Care requires few skills; however recruitment will generally be from people who are generally deemed to have low skill levels, or who have skills that are not valued highly in the present labour market. It can be seen that skills that are associated with women's traditional roles, such as caring, are typically devalued in the paid workforce.

While there is no limit to employment sectors or subsectors competing for the same potential workforce, this report has limited its focus to those areas that reflect similar characteristics to the Community Care workforce, or employ people in similar roles. These also overlap with the identified 'employment growth areas' identified above.

The characteristics for comparability are:

- similar or relatively similar pay rates. Most Community Carers earn an average hourly base rate (including loading) of between \$14 and \$15 (Angley and Newman, 2002). Only those sectors with similar pay rates have been included as they will be the most competitive for the same potential workforce
- no mandatory entry qualifications (although like HACC some areas have qualification requirements)
- the capacity for employees to work on a part-time or casual basis. As highlighted above, a considerable number of the Community Care workforce is employed on a part-time or casual basis. Thus attention has been directed towards those industries that also have a large part-time or casual workforce
- workers employed in jobs which have overlapping tasks with HACC Community Care work. Those subsectors providing jobs that have some tasks in common such as cleaning, maintenance, or providing 'care' have also been included, as they would be competing for similar staff.

Note: although there are other workers in the health and community services sector, such as Disability Services, who have some of the skill subsets required for Community Care, HACC should avoid focusing on them as potential recruits. There will be no advantage to the industry as a whole if various sectors compete with each other for the same existing workers. Our objective is to increase the total number of workers moving into HACC from outside—accessing workers from other 'HACC-like' services is not really an option.

In applying the above criteria, the following sectors stand out as potential competitors in attracting a similar workforce:

- retail
- hospitality, including food and beverage services, security and commercial cleaning.

Detail of pay rates for specified occupations in these sectors is provided in Appendix II.

It should be stressed that it is not known to what extent these sectors really are competitors in the sense of presenting an individual looking for job with these possibilities (retail, hospitality, cleaning and Community Care) as choice. Very little research has been done to identify issues that determine an individual's choice of occupation generally. They are, however, areas where large numbers of part-time jobs can be found, and have some characteristics in common with HACC Community Care work.

The Retail Industry

The retail industry workforce has some similarities with the HACC Community Care workforce:

- 60% female
- high levels of part-time and casual employment
- employees working a range of hours, many of which are 'non-standard' because of extended trading hours and the growth of the 24/7 trading phenomenon
- relatively low income for entry level positions
- under-credentialed in comparison with the overall Australian workforce.

From 1986 to 2001, the percentage of the retail workforce employed on a part-time basis has risen from 33.0% to 46.1%. Women now comprise more than half the retail workforce and 31.5% of the entire industry is women working part-time (IBIS World, 2002).

There are some significant differences, however, particularly in age group participation, as the retail industry is the largest employer of youth, employing almost half of all 15–19 year olds who are working. There were 35% more retail enterprises in Australia in 2002 than in 1997, taking the total to approximately 176,000 businesses. However 50% of retail workers are employed by 1% of business in the field (predominantly Coles Myer, Woolworths and Harvey Norman). That concentration of workers in a handful of employing organisations may mean that they are subject to more efficient recruitment and selection regimes.

Hospitality

Employment in the accommodation, cafe and restaurant sector of the Australian hospitality industry rose by 15% in the five years to February 2002 (Commonwealth Department of Employment and Workplace Relations, 2002). Approximately 60% of jobs in the industry were full-time. Breaking this down into different occupational groups and by state or geographic region produces unreliable statistics, mainly because of the grouping of occupations and the use of different terms in different places. There is overlap and a potential for double counting with the retail industry in some sectors of this industry.

Classified job pages of the newspapers are perpetually full of advertisements for barmen, waiting staff, kitchen hands and other casual and part-time jobs in the hospitality industry. As an industry it has slightly more age diversity than retail. Like retail it is an area which requires little or no training before taking up the job. When training is involved, it is usually short and on the job—for example bar service, safe food handling—and seems to be accepted as a requirement for the job, even by young students.

Commercial cleaning

The commercial cleaning industry is classified as a part of the property services group of industries. It is a difficult industry in which to find reliable statistics, as people who are employed as cleaners are employed in many different industries—in hospitals, in offices, as domestic cleaners, in private houses or in hotels, for example—and are therefore counted as part of the particular industry concerned. There were approximately 45,000 people in Victoria who defined themselves as cleaners in the last Census. Cleaning is one of the lowest paid jobs in Australia in terms of hourly rates and employs significant numbers of people whose first language is not English.

Until recently very little formal training has been conducted in the industry but the availability of traineeships has changed that over the last five years. Commercial cleaning is a very male-dominated industry. It may be possible to attract some of these men to HACC by focusing on the possibility of shorter shifts, lighter cleaning duties and the more flexible nature of the work.

Summary

The fact that almost half of working 15–19 year olds work in the retail sector is interesting. This is not an age cohort currently usually working in HACC, but it does mean that for a vast number of people in the workforce, their first experience of work, part-time or casual, is in the retail sector. They may leave that sector to take up work in another industry, but as their first work experience is with retail, they may choose to return to it if they wish to take up part-time work at some time in the future. This is probably particularly true for women seeking work after a break from the workforce for childbearing/child rearing. It is important to consider how HACC Community Care work can be made as visible as work in the local shopping centre.

Community Care work has some of the same employment terms and conditions as retail, hospitality and commercial cleaning; yet for complex social and cultural reasons there is a marked difference in the current demographic of the HACC Community Care workforce. The HACC Sector could decide to target the people who work in these other industries, thereby changing its own workforce demographic and broadening the pool of potential recruits.

3. Existing material on Community Care workers

This section of the report provides a brief review of the literature on the HACC workforce. A more detailed review of the literature is provided by Angley and Newman (2002). There is some available data, largely quantitative and from the USA on the workforce. On the Australian front, VAHEC (2002) and Baldock and Mulligan (1996) in Western Australia have conducted research into work conditions and workforce management.

The most recent Australian Census showed that the workforce of non-residential care providers has grown by 88% between 1996 and 2001, whereas employment growth overall has only risen by 8.7% in the same period (ABS, 2001). Interestingly, there was only a 5% growth in employment in direct service provision in all community service industries. Consistent with Angley's study, which focuses only on HACC, the workforce is overwhelmingly female, (79.8%), and on average older than the labour force overall.

Carers Australia (2002) claim that 70% of unpaid primary carers are female and that most primary carers are of workforce age (78% are aged 18 to 64 yrs) and 21% (or 97,000) are aged over 65 years. Note that the data here relates to care for the frail aged, as well as people with a disability, people with chronic illness and those with a mental illness. Whilst this may initially seem irrelevant to the current project, it reinforces the social norm of women in the caring role; the HACC workforce can be seen to reflect this social norm.

Angley and Newman cite a range of research profiling carers in the United States and Australia. Consistently the research finds that people working in home base care are middle-aged women, most of whom are employed as casuals, with a significant minority employed part-time. They also cite research indicating a staff turn-over rate of between 21 and 30% in Victorian agencies. This turnover rate is high compared with other industry averages, but consistent with other work involving large numbers of casuals, such as call centres or hospitality.

The ratio of women aged 25–54 to the total Victorian population aged 65 and over is projected to fall from an estimated 1.72:1 in 2000 to approximately 1.1:1 by 2020 (Victorian Department of Infrastructure, 2002). With similar figures in the United States, Dawson and Surpin (2001) consider that as the majority of formal caregivers are women, this demographic change may increase the mismatch between the supply and demand for paid Community Care workers. Due to the ageing of the population, the number of older people with dementia is expected to rise significantly, especially among those aged 85 or older. 'Dementia is characterised by memory impairment, increasing difficulties with everyday tasks, by personality changes and by a later progression to the loss of the

capacity to act independently. Approximately half of those diagnosed with dementia live in the community.'

While recent reports suggest that the prevalence of dementia may not increase as rapidly as previously thought, (that is, by 60% by 2020), there will nonetheless be an increased need for assistance as a result of this trend. National projections are that the 85 years and over age group will be five times larger in 2051 than in 2000.

Professionalisation and deprofessionalisation

Meagher and Healy (2003) hold that the non-residential care services sector is undergoing deprofessionalisation, yet they allege that a significant minority of this workforce have a Bachelor degree or higher. Their concern is about more highly qualified graduates moving into these non-professional positions. Possibly, as their focus is on child safety, their concern is not relevant to the HACC workforce. However, it may be that the same trend is occurring in Home and Community Care, or that agencies could develop strategies to access the pool of welfare graduates who are 'surplus' given the relatively few professional positions that are available. Meagher and Healy also fear the exploitation of women in these roles. 'We are concerned that women, as the numerically dominant gender, disproportionately carry the burden of poor industrial practices within it.' They argue that what is required is '(1) recognition of the workforce itself as a key determinant of the quality of care services and (2) ongoing assessment of the effects of workforce restructure on the capacities of the sector'.

Another's home as the workplace

There is limited research available on key issues in recruitment for the Home and Community Care workforce. Miller et al (2003) provide a recent article about the difficulties of finding home care *researchers*: they expound on issues associated with using the home as a setting for research, and call for further studies on the subjective meanings of 'home' and its associations. Whilst the subjects for recruitment in this article are obviously different to those focused on in the present study, it raises issues about the notion of home and privacy and our cultural and other beliefs about domestic space. The HACC Community Care workforce are people who need to feel comfortable in someone else's space; disengage the usual feelings of being a visitor; and remember that this is the consumer's home, yet still claim it as their own work space which requires their best performance. Typically home is associated with a place to relax and 'be ourselves'. Who then will be comfortable with someone else's home setting as their workplace?

The intimacy of the work

Twigg (2001) examines care in relation to considerations about the body and issues associated with disability, personal space and autonomy and the power of dynamics of care. She cites three main themes as the focus of her work.

The first concerns the experience and management of the body, and how this is refracted through the lenses of race, class, age and gender. Bodywork takes place in the silenced areas of western culture and this contributes to its experience from both sides. The second addresses the ambivalences of the body, how these are managed in the care encounter and how they are carried over into the uncertain forms of closeness that are created by care. The third is the significance of the day-to-day and mundane in people's lives, and the centrality of this for the study of Community Care and more widely.

Twigg discusses the effect of race and class in the match between consumer and carer. Similarly gender will be part of the dynamic in the consumer-carer relationship. From a sociological perspective there are complex workings of power within the dyad and from a socio-analytic perspective it can be hypothesised that the dynamic of the consumer-carer relationship must inevitably give rise to complex feelings of dependency. In addition, there is the overlay in our culture of the erotic association with almost all forms of touch. The establishment of neat boundaries then becomes a pre-condition for surviving and enjoying the work. As Twigg puts it 'Care with its unbounded ethic of love, and its powerful undertow of emotional connectedness, contains the potential to engulf the worker. Setting limits is a necessary part of surviving the job.'

She goes on to discuss issues involved in employing men to undertake personal care work and suggests that even when men are the consumers they are not more likely to want a male carer than a female one.

Community Care in the USA

Citizens for Long Term Care (2003) in a report about the United States situation discuss the crisis in recruitment, selection and retention in what they term the 'care workforce'. In a comprehensive report they posit recommendations in relation to demand and supply. They argue that demand for services will increase, primarily as a result of demographic change, but that supply of workers will decrease unless very strong interventions are made. They recommend:

- a change to the way home based care is financed (a very different system in the US than in Australia)
- making direct care jobs competitively attractive, through balanced workloads, job redesign, improving training standards, supporting employees and improving technology

- broadening the supply of workers, (through encouraging younger workers, older workers, men and those receiving benefits) and pressing for the exploration of expanded immigration.

These last two points resonate strongly with the Australian experience.

4. Home and Community Care Community Care worker generic role statement

There are many variations in how HACC agencies structure and utilise position descriptions. Organisations use their own methods to define worker roles and specify the tasks they will undertake.

The Victorian HACC Program Manual (2003) covers policy and practice for HACC funded agencies. It includes and complements the HACC Program National Service Standards. Together these documents provide a framework with which all funded agencies must comply. In describing the range of activities, the Victorian HACC Program Manual explains the scope, the role of the worker or volunteer providing the service, and the specific requirements for service delivery.

However as one of the key tasks of this project is to propose pilot projects to grow better recruitment practices and outcomes, a common understanding of the job roles was seen as vital to the success of the pilots. Clearly it did not make sense to simply use any one organisation's position description for this purpose. A shared perspective of the job roles, which drew from the documented position descriptions of a range of agencies, was required. A 'generic' role statement was developed to summarise the tasks, skills and requirements for people working in:

- Home Care (including meal delivery where required)
- Personal Care (as an activity and as part of some other activities, for example Respite)
- Property Maintenance
- Respite (Overnight)
- Respite (Home and Community)
- Planned Activity Group (Core and High)
- the above services when provided through Linkages packages.

The role statement was developed through a process of reviewing many existing position descriptions from many funded agencies, the Community Services Training Package and the Victorian HACC Program Manual, in order to document the work and the key tasks associated with the specified positions. Two successive drafts of the role statement were circulated among the Consultation Network for consideration and refinement.

The role statement has utilised a similar structure to that used by many agencies' position descriptions, with four main sections: background to the position, position objective and role summary, key areas of responsibility, and key selection criteria.

The purpose of the role statement is not to supersede any existing position descriptions, nor to suggest that there is a 'right' way to write a position description. It is to inform the development of pilot projects and ensure that there is a common understanding of given roles and their requirements in pilot projects. In the future agencies may utilise the information in the role statement if it is helpful for job design or other human resource functions.

The role statement is set out below.

Home and Community Care Community Care worker generic role statement

1. BACKGROUND

This role statement has been developed for the Department of Human Services HACC New Entrant Development Project. It summarises the key tasks, skills, requirements and selection criteria for an employee undertaking Community Care work in a HACC funded agency. Community Care work includes the following job roles:

- Home Care (including meal delivery where required)
- Personal Care (as an activity and as part of some other activities, for example Respite)
- Property Maintenance
- Respite (Overnight)
- Respite (Home & Community)
- Planned Activity Group Assistant (Core and High).

An employee may undertake one role or a combination of roles in a Community Care worker position, for example Home Care and Personal Care, Personal Care and Respite, Planned Activity Group and Respite. Some Home Care Workers may deliver meals as one of their role tasks although in many areas volunteers usually deliver meals. This role statement does not assume any particular combination of roles. Personal care tasks can also be undertaken as part of the Personal Care, Respite (Overnight), Respite (Home & Community) and Planned Activity Group Assistant roles.

However unlike an employer's position description, this role statement does not include any organisation-specific information such as organisational mission or vision, details of awards and remuneration, or reporting lines. This document has been developed to draw together the generic or typical requirements of people employed in these roles.

There are four sections to this document:

- Background
- Objective and roles
- Key areas of responsibility (including work tasks, monitoring, occupational health and safety, accountability, extent of authority, judgement and decision making)
- Key selection criteria (including attributes and knowledge, qualifications and experience, self management skills, interpersonal skills, physical requirements, other requirements)

2. OBJECTIVE AND ROLES

2.1 The Home and Community Care Objective

The primary objective for these job roles is to support HACC consumers to be more independent at home and in the community, thereby enhancing their quality of life and preventing inappropriate admission to long term residential care.

2.2 Roles

Personal Care provides assistance with activities of daily living that consumers would normally do for themselves, but are unable to perform because of illness, disability or frailty. Examples of personal care are bathing, dressing, grooming, toileting, assistance with getting in and out of bed and assistance with mobility and eating.

Home Care provides housekeeping, personal administration and escorting. The focus is ensuring that consumers have a clean and comfortable environment that is safe and well maintained.

Respite provides regular carers with a break from their duties and time to attend to tasks or activities on their own. Respite provides the consumer being cared for with enjoyable, age-appropriate activities. It may be provided in the consumer's home or in the community, such as parks or other community amenities. Respite may be regular, emergency, crisis or occasional. It can be offered for a few hours, overnight or for holidays.

Planned Activity Group Assistant (paid staff not volunteer) Planned Activity Group sessions aim to maintain the consumer's intellectual, social and physical skills by providing a high quality structured activities program for the frail aged and people with disabilities to and, supporting carers by providing respite. The Planned Activity Group Assistant works within a team environment, actively preparing and participating in the structured activities program, and providing personal care (as required) to consumers attending the session.

Property Maintenance provides handyman services, and safety and security maintenance assistance, for HACC consumers. Examples of home maintenance work include minor carpentry repairs, installing fittings, minor plumbing, rubbish disposal, pruning and yard clearance. Home maintenance services are provided in and around consumers' homes.

3. KEY AREAS OF RESPONSIBILITY

3.1 Work tasks

All roles

- Develop a positive and respectful relationship with the consumer and address them courteously and appropriately.
- Support consumers to maintain and/or develop independent living skills and routines.
- Attend and participate in staff meetings and opportunities for skill development and training.
- Assist with administration as required.
- Contribute to program planning and evaluation and care planning.
- Participate in case consultations with management and any other relevant workers as requested.
- Ensure safety and security for themselves, consumers and others.
- Maintain appropriate occupational health and safety and risk management procedures.

Personal Care

Personal care provides assistance with those tasks which a person would normally do for himself or herself but because of illness, disability, or frailty they are unable to perform without the assistance of another person.

Examples of personal care include:

- assistance (or supervision) with bathing, showering or sponging
- assistance with dressing and undressing
- assistance with shaving, hair care or grooming
- limited nail care, only following appropriate professional assessment
- assistance with mobility (in bed and out of bed) such as to sit up, to turn, to stand and walk, to sit, to transfer to commode, wheelchair, chair or vehicle
- assistance with eating, drinking, cooking, preparation and service of food, preparation of special diets
- assistance with toileting
- assistance with prescribed exercise or therapy programs*

- fitting and use of appliances such as splints and callipers, or hoists
- assistance with hearing aids and communication devices
- monitoring self-medication
- escorting to medical and related appointments.

*This assistance can be provided on a consumer-specific, non-transferable skills basis. Personal care workers must not be taught a standard set of exercises or a therapy program to use across the HACC target group as this is outside the scope of a personal care worker's role.

Home Care

- assistance in maintaining a safe, secure, healthy home environment for consumers.
- preparation of meals, shopping, undertaking small errands, and paying bills as required.
- escorting consumers to do shopping and pay bills, or to attend medical and related appointments.
- undertaking essential house cleaning of areas regularly used by the consumer, these include bathrooms, toilets, kitchens, laundries, living areas, and bedrooms. Cleaning can include: vacuuming, sweeping and mopping of floor areas, dusting, cleaning bath and shower.
- washing and ironing of clothes
- washing and cleaning insides of windows
- bed making and changing of linen
- defrosting of refrigerators
- occasional heavy duty cleaning and/or spring-cleaning.
- undertaking delivered meals rounds if required.

While cleaning tasks form an essential part of Home Care, it is more than a cleaning service. It is focused on enhancing the consumer's independence by providing housekeeping, assistance with personal administration and escorting.

Respite

- providing support for the consumer being cared for so that carers, who are also HACC consumers, are free to have a break and can attend appointments or recreational activities
- providing enjoyable, age appropriate, meaningful activities for the person being cared for, either frail older people or people with disabilities
- providing respite in a consumer's home or in the community, for example by taking the consumer on an outing or to a local park
- assisting with personal care such as showering, dressing and grooming, toileting and fitting of aids

To a limited extent:

- performing general household duties, for example laundry, doing dishes and tidying
- providing general care for children who are siblings of a child with a disability, for example bathing, toileting, preparing meals and feeding.

Planned Activity Group Assistant

- creating a comfortable, safe and welcoming environment for consumers.
- providing and evaluating a wide variety of activities that reflect the individual consumer's choices and cultural and other needs and interests.
- fostering positive relations between consumers and facilitate small group interaction
- liaising with other service providers and community organisations
- providing transport for consumers and attend outings
- assisting with meals preparation as required
- providing necessary housekeeping to maintain an environment that is cheerful, comfortable, clean and hygienic
- working collaboratively in a team environment
- where required assisting, supporting and directing volunteers, students and return to work staff.

Note: In some sessions, and with some individual consumers, it may be necessary to provide assistance with personal care such as dressing, toileting, feeding and grooming. Although not always required in Planned Activity Groups, it is required that all Planned Activity Group Assistants will have the necessary qualification to competently provide personal care and the willingness to do so.

Property Maintenance

- minor carpentry repairs to doors, windows, walls, furniture, flywire screens, blinds etc.
- minor plumbing maintenance to taps, pipes, drains, sinks etc.
- replacement of light globes and fuses
- installing handrails, ramps, locks, handles, catches, hand showers, bath seats, security items etc.
- washing and cleaning windows and walls, inside and outside
- repairing gates, fences, letterboxes, steps etc.
- cleaning sheds as a safety measure
- pruning foliage for access and as a safety measure
- chopping kindling for fires

- rubbish disposal
- yard clearance as a safety precaution
- moving heavy furniture
- liaising with local tradesmen if required.

3.2 Monitoring

All roles

- Monitor the wellbeing and other circumstances of consumers. Staff should actively observe while undertaking their work and discuss any observed changes with their supervisor immediately.
- Monitor and advise of dangers or risks in and around environments where consumers' live or meet and advise supervisor of concerns about consumers' safety and wellbeing.

3.3 Occupational Health and Safety

All roles

- Report identified hazards and risks to Occupational Health & Safety Coordinator or supervisor.
- Assist in the maintenance and monitoring of a safe environment for consumers and their families.
- Take reasonable care of self and others who may be affected.
- Use required materials and equipment appropriately.

Property Maintenance

Adhere to safety procedures, use safety equipment when required, be vigilant with the use and maintenance of all power tools and other equipment.

3.4 Accountability, extent of authority, judgement and decision making

All roles

- Be responsible for taking immediate action in an emergency.
- Take responsibility for the quality of work performed for consumers.
- Be accountable for the independent and timely completion of tasks.
- Be accountable for the reliable monitoring and reporting.
- Resolve minor problems/enquiries/requests and refer matter to supervisor where required.

Note: there is no authority to carry out personal or other tasks, which would require the skills of a Division 1 Nurse.

Planned Activity Group Assistant

- In conjunction with the Coordinator, plan, implement and evaluate programs.
- Alter pre-planned activities as appropriate to the needs of consumers.
- Take responsibility for the safe transport of consumers, if required.
- Deal with contingencies, such as transport, meals, venues etc.

4. KEY SELECTION CRITERIA

4.1 Attributes and knowledge

All roles

- Understanding of organisational policies and procedures, the HACC objective and Victorian HACC Program Manual
- Knowledge of manual handling procedures
- A positive attitude to older people and people with disabilities
- Ability to work with frail aged people, people with dementia and people with disabilities
- Basic understanding of the ageing process, the effects of dementia and related conditions, physical and sensory impairments, incontinence, psychiatric and intellectual disabilities
- Willingness to participate in ongoing training and development activities as required

All roles except Property Maintenance

- Knowledge of hygiene, cleaning techniques and cooking techniques
- Knowledge of safe food handling

4.2 Qualifications

For all positions other than Property Maintenance suitable VET qualifications include at least one of the following:

- Certificate III in Community Services (Home and Community Care). Obtained between 1994 and 2000
- Certificate IV in Community Services (Home and Community Care). Obtained between 1994 and 2000
- Certificate III in Community Services (Aged Care) Obtained between 2000 and 2004
- Certificate III in Home and Community Care (Community Services Training Package, December 2002) Obtained from 2004 onwards
- being prepared to undertake a traineeship or private study to obtain the Certificate III in Home and Community Care (Community Services Training Package, December 2002)

as well as the appropriate food handling certificate.

All workers providing personal care (as noted above this includes respite, etc) must have completed HLTF2A Apply Advanced First Aid or its equivalent. First Aid qualifications must be regularly updated as required.

For Property Maintenance

While the above qualifications are not required for Property Maintenance it is useful and desirable for Property Maintenance Workers to undertake the Certificate III in Home and Community Care, as all workers deal with the same issues regarding understanding and communicating with consumers.

- Extensive experience in minor home maintenance work and carpentry; or less together experience together with a building trade certificate
- Competency in the operation of power tools
- Experience in working in a service delivery environment with a customer service focus

4.3 Self management Skills

All roles

- Demonstrated ability to plan and organise own work
- Ability to work within established timeframes with minimal supervision
- Basic record-keeping and administration

4.4 Interpersonal Skills

All roles

- Good verbal communication skills
- Ability to communicate empathically with consumers and carers

- Ability to respect requirements for confidentiality
- Ability to work as part of a team
- Ability to maintain confidentiality

4.5 Physical Requirements

All roles

- Mobility, strength and general physical ability to carry out role tasks
- Ability to use equipment and material required for specific role tasks
- Good eyesight and hearing

4.6 Other Requirements

All roles

- Current Victorian Driver's Licence, a reliable car, a telephone.
- Ability to speak and write English so that consumer concerns are accurately articulated and documented and agency documentation procedures are accurately completed
- Consent to check and release police record
- A relevant second language (desirable but not essential).

Personal Care and Respite

Preparedness to work shifts, weekends, irregular hours or overnight.

5. Categories of workers who could be attracted to work in HACC

There are two main ways to increase the available recruitment pool of HACC workers. Firstly, the focus could be on the groups already recruited and attempts made to try to recruit 'more of the same'. Secondly, HACC could concentrate on recruiting from groups under-represented in the current workforce. Combinations of these two approaches are also possible.

Under-represented groups

These groups were identified in the original project brief as men, younger workers (under 35) and people from culturally and linguistically diverse backgrounds. It is possible to segment each of these groups and to add others.

Men

- Men who want to work part-time
- Men who are 'underemployed'
- Discouraged job seekers
- Forced early retirees

There is a growing group of men in their forties and older who have left the workforce but despite being mature and having life skills are under-employed or unemployed. Many are fit and able, if not desperate, to take on another occupation. Some work part-time mowing lawns, taking tickets at sporting events or as parking attendants. Many are already involved in paid or unpaid handyperson work, at home or for churches or voluntary organisations. Some care for elderly parents.

For at least a section of this demographic, low pay may not be a huge disincentive when considering a job, as the work may be viewed as supplementing superannuation or other payments. Many people may see part-time work and short shifts as a reasonable option.

Interestingly, some industry sources report that men are currently working successfully as Community Carers, and training providers also report that more men are enrolling in Certificate III in Community Care (Aged Care Work); many are looking for alternative job paths. For example, Gordon TAFE reports that 20% of their current Certificate III in Aged Care Work students are male. Most are unemployed, either having been retrenched or having left work to look after elderly parents. Their ages range from late forties to early fifties. Central Gippsland TAFE report that in their

previous intake for Certificate III in Aged Care Work, 34% of students were men, mainly in their forties and looking at changing careers. All found employment on completion of the course.

The Community Services Training Package (December 2002) now includes a Certificate III in Home and Community Care. There was a strong view in the HACC sector that the 1999 Training Package dealt with the need of skills for the residential setting, but neglected Community Care.

Consultation for this project has demonstrated a keenness among agencies to employ more men. Focus groups were determined to be the most appropriate method to elicit ideas and opinions about men doing this work. Focus groups with men who currently work in Community Care positions indicated high levels of job satisfaction on the part of the workers and a belief that more men would willingly move into positions if men were firstly aware that the jobs existed and secondly, that men would be hired and could be trained for this work. Three focus groups were conducted with male Community Carers (see Appendix 1). Some perspectives from the focus groups are reflected in later sections of this report.

Advantages men bring to the job

Agencies are keen to employ men because some of their consumers would prefer a male worker; however some of the men interviewed felt that they offered other specific advantages. These included:

Physical strength, stamina and security

Many if not most, of the men interviewed said that they were asked to do things for consumers that female workers were not asked to do. These included small maintenance tasks like moving furniture, or heavier cleaning work, or working with heavier consumers to provide personal care. Male workers interviewed said that some consumers claimed to feel safer when showering, believing that a man would be more able to catch them if they slipped. This area of vulnerability and safety was further backed up by the claim that some consumers feel safer knowing that people will see a man around the house, and they feel safer with money when going with the male worker to do their banking. They also mentioned sometimes working with older male consumers with dementia who had previously behaved inappropriately with female staff.

A will to succeed in a non-traditional area

Some men said that they felt they were 'fussier' about housework, because they knew that consumers were often sceptical about their ability to do a good job, and wished to prove them wrong in their assumptions about gender. This is something often seen in women working in non-traditional trade areas such as motor mechanics. There appears to be a desire to prove the sceptics wrong.

Other perspectives

Some older consumers just like to have a conversation with a man, and say that all the social contact they have is with women.

Some parents of young children say that their children behave better for men than women carers.

Why men like the job

Salary aside, men felt that there were a number of rewards that the work offered: a sense of personal satisfaction, the development of new and different relationships and the chance to connect with other people in the community. Male workers said that they felt proud when consumers rang and asked the agency specifically for them to do the work.

Several men said it was the best job they had ever done.

'This is the best job ever – I wish I had known about it years ago, and got in earlier and worked my way up the career ladder with proper training and experience. If more blokes knew about how great this work is they would knock you over to get the job'.

Generally speaking it was held that the most logical groups of men to target would be young students (who need a lot of flexibility in their hours), who may only stay in the job two to three years; and mature men who do not have dependent children and do not have a mortgage. These men are likely to be over the age of 40. Employers and the male Community Care workers interviewed felt that men who had a mortgage, or who would in the future need to take one out, would not be attracted to the work. The salary is too low, and the hours too short or insecure. It was suggested though that the work might be marketed to men who would like a second part-time job, to supplement other income.

Younger workers

Those who are concurrently enrolled in study in a human service field are potential applicants. Like other students they will probably be looking for part-time work. Even if HACC is not their intended future professional or paraprofessional career, exposure to the consumer group and methods of working within the community services and health fields would benefit them in the future, as well as providing income while studying. However, if a Certificate III is a requirement for this work, it is unlikely students already enrolled in other human services courses, such as degree programs, would take on additional study to do Community Care work.

Vocational Education and Training

Some agencies lobby TAFE, schools and Vocational Education and Training in schools programs to promote the attractions of Community Care work to young people. There were a number of successes through directly approaching tertiary institutions and especially after vacancies were advertised on university websites. Nursing and medical students in particular were seen as suitable for the work. These students often sought work through disability-funded program areas, taking jobs as carers for people with physical disabilities who may need help early in the morning getting up and ready for the day, and again at night retiring. A student could get a twenty hour a week job working two hours each morning, two hours each night for five days with the same consumer.

One drawcard mentioned was that the work helps to complement a young person's *curriculum vitae*. Potential employers looked favourably on this work experience.

Police checks, a potential barrier

Some prospective employees are alarmed at the requirement for a police check. Particularly for some people born in countries where authority figures are very threatening, this can be a powerful disincentive to applying for a Community Care position. Agencies need to explain to candidates the process of a police check, what information will be reviewed and what will be regarded as private.

Unemployed people

There is evidence that some unemployed people receiving benefits are being encouraged to try volunteer work within the HACC program. In order to receive benefits they must be looking for full-time work and available to take full-time work. HACC work is predominantly part-time and may be seen as a way into the workforce for some; presumably most would look on it as a temporary solution.

Volunteers

Some of those currently working as volunteers in HACC programs could be encouraged to enter the paid workforce. There is some anecdotal evidence that this happens in some agencies. A strategy aimed at this group would need to be carefully constructed so that volunteering was not seen as a necessary precursor to paid work in the sector, and that volunteers who did not want to take up paid work were not left feeling that they were undervalued.

People from culturally and linguistically diverse backgrounds

Skilled migrants with experience and a qualification in a related human services field would be one group that could be targeted in this category. These people have been specifically selected to migrate to Australia because of their skills. They have already passed stringent security and police checks in their country of origin. Many need to study to pass professional examinations in this country, or to improve their English skills before moving into their profession here. However these skilled migrants may not necessarily be from cultural or ethnic groups with a 'matching' consumer base here in Victoria.

As discussed earlier, the work of AMES with groups of skilled migrants and the Culturally Equitable Gateways Strategy (CEGS) provide opportunities for increasing the diversity of the HACC Community Care workforce.

Mature age workers

This may initially seem like a 'more of the same' argument, but mature age men and mature aged unemployed or underemployed people should be targeted. Some issues have been raised by employers in relation to occupational health and safety issues with older workers. This area requires further investigation.

6. Impediments to recruiting these workers

Some impediments to recruiting workers appear to be generic, and to apply to attempts to recruit anyone into the workforce. Others are specific to men, to younger people or to people from CALD backgrounds. Some things which may appear to be an impediment to one group (such as young people needing to have their own car), were seen as an advantage to another group (such as mature men, who said they liked 'being my own boss with my own car, not driving the employer's car').

Pay and conditions

Almost without exception people working in the sector believe there are the two significant barriers to attracting new people to work in Community Care roles within HACC; pay and working hours.

The pay

The salary is relatively low and comparable to that paid for work which has no or minimal requirements for training (retail and hospitality, for example).

The hours

Organisations offering a minimum of fifteen hours appeared to have much less difficulty in attracting new workers. Generally interviewees felt that whilst some people liked the flexibility that Community Care offered, they also needed more security in hours, and particularly, predictability about minimum take home pay for each week. There was strong feedback from men working in the sector that they would like to work more hours and that it would be difficult to attract more men without offering at least 20 hours a week of work. Permanent part-time work offers employees benefits such as holiday pay, sick leave and pro rata superannuation, and this is more attractive than casual work to many people.

The pay and the lack of security in number of hours worked are seen as the main deterrents to this work. Yet we know that other sectors attract people with similar pay and conditions. What is a deterrent to one person, in a job role, may be an inducement to another. Significant factors that might attract or repel workers are: working alone in someone else's home; working with elderly, frail or disabled people; the requirement for training and development; gender stereotyping; the need for a reliable car; and the culture of the employing agency.

Clearly there are significant variations across organisations in terms of both pay and conditions. Organisations offering a minimum number of hours claimed to have less trouble recruiting appropriate staff, and fewer problems with staff retention. One very large organisation had just signed an enterprise agreement that includes guaranteed minimum hours for its HACC Community Care workers. The minimum hours had been sought by workforce advocates, but also by the employer, because of knowledge gained from other workplaces where minimum hours were in place. Getting sufficient hours of work was seen to be an issue, particularly for men wanting to take out a mortgage (banks need assurance of a steady full-time income in order to approve a loan) and for men who are supporting a family with dependent children (again security of income is important). Further information about rostering, and its possible effects on who is recruited and who stays, is provided in section 8 below.

Working alone

Essentially Community Care workers are without direct peers or colleagues in their day-to-day work.

Whilst some people enjoy the freedom this offers for example to think their own thoughts, organise themselves as they wish others miss the camaraderie of other work environments. Typically the people who are experienced at being 'home alone' and working are women who have raised children. It is therefore not surprising that many make the transition to Community Care—it could be seen as a natural progression from caring for children, elderly parents, or in some instances, people with a disability. Mature-age male workers interviewed in relation to this project claimed that working alone, 'without someone looking over your shoulder' was a real positive about the job. Training providers who deliver Aged Care training to full-time younger students claim that those younger workers prefer to work in a residential environment because of the chance to work with other people and to learn from working beside more experienced workers. They claim the younger workers feel more secure when there is a more experienced person with them, or within easy reach, at all times.

Invisibility of the work

People both inside and outside the sector, believe that Community Care work is not well understood in the general community, and therefore does not emerge as an obvious choice for people looking for work. As outlined earlier in this report, industries such as hospitality and retail, which employ large numbers of part-time and casual staff, are very visible industries which most of us interact with on a daily basis. The very fact that this is mostly home-based care means it is not seen in public.

Managers of Community Care workers thought that men would be unlikely to apply for positions if they did not know that men were already employed in these job roles. Many interviewed for this project (Community Care workers themselves and those who recruited them) stated that many new workers found out about the vacancy because they knew someone already working in Community Care. Sometimes this was their spouse. In other words, many people find out about the work because they are directly connected to it in some way.

Perceptions of the work; lack of career structure

As one person remarked, 'In reality, there are not a lot of men who really want to do housework'. In addition, it was seen that men are unused to thinking of a residential environment as an ongoing workspace.

Several interviewees thought that men and young people at present do not see Community Care as offering a career path. Someone who is the 'bread winner' may be unlikely to apply for the work because it is casual, or part-time. However there is also the perception that it is unlikely to grow into something offering more work or chances of promotion. Again the point is really that there is little community understanding of the possibilities currently on offer and the potential future expansion of this industry.

Several employers advised that young people are generally keener to work with babies, children or young adults but that they do not know that this is an option in Community Care within HACC, which they believe is totally Aged Care. The lack of diversity in the workforce is a central issue for this project; interestingly it was argued that if the community had a better understanding of the diversity in the consumer group, a more diverse workforce could be attracted.

Training and qualifications

As many of the people being recruited are not highly educated and have not studied since leaving secondary school, many are understandably nervous about the requirement to undertake training. They may anticipate a learning environment that will require them to sit exams and study long hours, and imagine lots of pressure. So although many people advise that training is a means to professionalise and promote the workforce, it can also be a deterrent to some potential workers. This is particularly so for people who do not have English as their first language. These workers may not have had a lot of formal education in their first language, so the prospect of studying in their second language is very daunting. Courses presume that the learner will be proficient in English, and for more recently arrived people, their spoken English may be much better than their written English.

Gender stereotyping

Gender is a powerful social determinant of how people see work and work roles. Almost invariably agencies claimed that they would like to have more men doing Community Care. However, many employers stated that they had to work with consumers to encourage them to consider a man as a carer. Several male workers interviewed for this project provided examples of consumers (both male and female) who had initially been reluctant to have them as the worker, but now were completely 'won over'.

There was a perception amongst some of the male Community Care workers interviewed that funded agencies would prefer women or that Community Care is women's work. Those who argued this believed that as there were some restrictions on the type of work men could do in that agency (for instance, they were not allowed to provide personal care to female consumers), and no such restrictions applied to women, then women would always be preferred as workers.

The need to have a reliable car

The need to travel or more particularly, the need for the worker to use their own car was cited as another impediment to the work. Conversely, some claimed that this could be to the worker's advantage—reimbursement for car use is generous in some organisations—and some male workers interviewed saw this very much as an incentive, rather than an impediment. The fact that the worker was driving his own car seemed to add to the sense of being autonomous.

The employing body

As could have been predicted, the culture and quality of the employing body was also seen as something which could be both an incentive which attracted people to work in Community Care or, in some instances where the agency has a poor reputation as an employer, a disincentive.

One interviewee mentioned an impediment to attracting and retaining people from CALD backgrounds which arises from the system rather than the worker or individual agency. Her comment was on the lack of good cooperative relations between ethno-specific and mainstream agencies. If better relations existed between these, it was argued that there could be more movement of workers, more hours available and a more developed career path for workers—all of which would make it a more attractive work option.

The employing body needs to think laterally and be flexible. CoAsIt, for example, have found that as well as employing people of Italian heritage, they have had successes in employing people of non-Italian backgrounds, but who speak Italian, such as Croatians and Somalis. They claim that this has worked well.

7. Supervision, support and additional training

Almost all organisations hiring staff hope to hire an employee with relevant training and experience who can work with a minimum of supervision. Offering training, supervision and support is costly: typically when employers hire inexperienced, unqualified staff they expect to pay less in wages.

This project has three designated target groups for employment: men, young people and people of CALD backgrounds. It is possible that these groups may have or be seen to have higher supervision and support needs.

The consultation process suggested that agencies did not usually offer increased or alternative supervision or support for any of the three target groups.

Training

Some agencies used Group Training Companies to employ young people and to provide them with separate, structured training. Group Training Companies employ apprentices and trainees and then place them with 'host employers'. This arrangement frees the host employer from the burden of paperwork and payroll, as well as providing a safety net. This has benefits for:

- the host employer, who has all the advantages of carefully selected apprentices and trainees without the worries of long term employment contracts
- the apprentice or trainee, who is assured of continuous work and training, culminating in a nationally recognised qualification.

While this system is perhaps of particular benefit for young people who may have limited work or life experience and no relevant qualifications, some employers were using Group Training Companies as a way of employing and training all new entrants. The core activity of Group Training Companies is managing the employment and training of apprentices and trainees, including:

- arranging and monitoring the on- and off-the-job training
- acting as consultants and trouble shooters for both host employers and apprentices or trainees throughout the entire period of employment and training

- arranging rotations to broaden training opportunities
- arranging alternative work placements when required
- counselling and caring for the apprentices and trainees.

Many Group Training Companies are also registered providers of training. Following the closure of the CES network, many Group Training Companies are actively involved in the employment placement market. Some employ specialist staff from the Aboriginal community, from specific ethnic groups, or staff who are trained to work with people with disabilities. Many Group Training Companies focus on serving the needs of a specific industry, whilst other companies work with just about every industry in the region in which they are located. There are more than twenty Group Training Companies in Victoria, with more than sixty office locations throughout the state.

For new younger workers in particular, the creation of short, sharp highly focused introductory training is desirable. In this initial phase people need to feel prepared for the work, but not overburdened or overwhelmed by study requirements. At present there are financial incentives for training women in occupations which are considered 'non-traditional' for them. Arguably, those same training dollars should be available to men moving into Community Care positions. There are also subsidies for the employment of people over the age of forty-five.

Literacy

Literacy emerges as an issue in training programs especially for CALD workers. Some agencies that are Registered Training Organisations (RTOs) have developed effective strategies to manage and support people with low levels of literacy, who may be from CALD backgrounds or Australian born. Some agencies say that they accept that people with poor grammar and spelling may still be good workers and as long as their communications can be readily understood, they will accommodate them.

One agency that is an RTO requires all people entering into the Certificate III to undertake a test for literacy and numeracy. This lets them know about workers' skills in these areas. Some agencies also ask people to complete forms in front of agency staff during the selection process—again this is a means to check that people have basic literacy.

Lack of confidence with reading and writing was seen to be more problematic than actual literacy levels. Many workers have done little writing since leaving school and are reluctant to move into study, fearing they will be unable to cope with the assessment tasks.

The Workforce English Language and Literacy Programme (WELL) offers employers funding for language and literacy training appropriate to CALD workers. WELL is a Commonwealth program and has a track record of working collaboratively with employers, training providers and employees.

Supervision and support

It was reported that families sometimes have unreasonable expectations of the worker; they can be very demanding and unsettle new or inexperienced staff. Particularly where a case manager is involved, the worker can become the 'meat in the sandwich' with the family complaining to the case manager about the worker, who is often unaware that there have even been any issues with their work. In some instances it was reported that case managers are inclined to want to keep the family happy and the Community Carer feels that no one is supporting them. One agency, which works predominately through case managers, claimed that they had lost a number of good staff because case managers would side with families making unreasonable requests of workers, leaving the carer in an invidious position where they felt attacked. This may have been particularly the case if the worker was 'unusual' in any way, such as being male, or young, or from a different cultural background than the consumer. Documentation and clarity around position descriptions and the role of the worker is very helpful in sorting out these matters. All parties need to understand what work the Community Carer will and will not do; and what work they can or cannot do.

One agency was of the opinion that younger people sometimes needed additional support to see the importance of their role to the consumer. Sometimes they did not initially have the necessary commitment and additional supervision was required to support these new workers.

It was noted that some agencies felt that the development of a standard supervision framework for HACC would be helpful. The framework could include model processes for supervision and support for all workers and strategies for the particular needs of the project's target groups. In the development of the generic role statement it was noted that some agencies would like to see a role statement for supervisors. Supervision poses unique issues in Community Care and agencies seem eager to have some exemplars against which they can benchmark.

Recruitment is but one part of the human resources cycle. High turnover is expensive. Organisations that offer inadequate support, supervision or training can be regarded as poor employers; they risk higher turnover and therefore the need to recruit more workers.

The focus of this project is clearly on recruitment; however there is little point in attracting staff with new or diverse characteristics or attributes if agencies are unable to 'hold' them. If agencies can attract new groups of workers, they may need to tailor training, supervision and support to meet workforce needs. The ability to access new pools of workers will make these changes worthwhile for agencies.

8. Job design

Job design addresses the way work is divided into tasks and packaged. Good job design will produce efficiencies and enhance employee satisfaction.

Informed employers will utilize opportunities to enrich jobs by providing employees with combinations of tasks and duties that will encourage better performance and increased employee motivation.

Seven principles for job enrichment were proposed by Herzberg (1968):

1. removing controls while retaining accountability, to increase responsibility and feelings of personal achievement
2. increasing the accountability of employees for their own work, thereby increasing responsibility and recognition
3. as far as possible, allocating a complete, natural unit of work to an employee, thereby affecting responsibility, recognition and achievement
4. increasing job freedom through additional authority, and thus increasing responsibility, recognition and feelings of achievement
5. making reports available to the worker as well as the supervisor, and thus recognising contribution
6. allocating new and more difficult tasks, thus ensuring individual growth and learning
7. assigning specialised tasks, thereby allowing individuals to become expert in particular areas and to grow.

These principles hold true for all work, including Community Care. All people need to feel they have meaningful work. Community Care offers employees many intrinsic rewards, but employers need to design work, supervision support and training to make the work as interesting and attractive as possible.

Rostering and hours worked

Some employers have well-developed practices in terms of rostering and job design. As previously mentioned, staff are more likely to remain with the employer who offers regular or predictable hours. A mix of Personal Care, Home Care and Respite is provided to employees by some organisations. They see this multiskilling as helpful to both consumers and workers. Some pay the same rate for each type of work, claiming that this encourages flexibility, and makes for ease of rostering and calculating pay.

One organisation has a policy of a minimum of 15 and a maximum of 25 hours per week for Home Care. Another employer has a minimum of 20 hours, and most do at least 25. One Aged Care Manager referred the authors to the NSW Home Care agreement, where apparently the number of guaranteed hours, the pay rate and the qualifications required go up with years of experience. For instance, in the first year of employment workers are guaranteed 10 hours a week and expected to work towards a particular qualification. When they gain that qualification they are guaranteed 15 hours a week; then further training and experience results in them being eligible to receive a higher guarantee of hours. Although this approach may initially appear attractive it would surely present the same problem; it would be difficult to initially attract men to a workplace which only guaranteed a few hours in the first year and required a commitment to stay longer to achieve longer hours.

Some concerns about rostering and job design seem to revolve around a perceived relationship between the number of hours worked per week, the age of the worker and higher occupational health and safety claims. Support for these concerns and evidence to back them up seem to vary from employer to employer. Most agencies visited argued that even if this was true, it was data about the current, not the future workforce. They also argued that a strategic approach to occupational health and safety, involving clear training, documented and easy to follow procedures, coupled with flexibility in rostering, could significantly lower Workcover claims. At least one agency provides an incentive to workers in the form of a bonus if Workcover claims decrease from the previous reporting period. It was also suggested that rather than limit the number of hours a person can work in certain job roles per week, it would be more helpful to limit the number of consumers a worker can see in one day.

There are many different approaches to job design across the Community Care workforce. Some agencies employ 'Personal Carers' and 'Home Carers' while others have one person undertaking both roles. Some say that once people have tried Personal Care they become unwilling to do Home Care, while others are more comfortable with Home Care alone.

9. A critical mass of worker numbers

A critical mass of worker numbers is essential if an agency is to take on the challenge of attempting to recruit different target groups of workers. Most of the work that has been done over the last twenty years or so to encourage women to work in non-traditional trade areas has revolved around trying to concentrate on larger companies which employ significant numbers of apprentices. The idea is that if there are four women in a group of twenty men, they are able to provide support for each other and not feel so much the 'odd person out'; therefore, retention will be higher. The problem with this approach was that most apprentices are taken on by small businesses and there is likely to be only one in each workplace.

Taking this learning across to the area of HACC and examining ways of attracting men and younger workers into the field, it can be seen that it will be difficult to achieve these same economies of scale across all HACC agencies. Smaller funded agencies could be expected to have less success in attracting these underrepresented groups. In general, smaller agencies have:

- less access to technology
- less well developed financial infrastructures
- less well developed systems for human resource management
- less well developed approaches to training and development.

Smaller agencies may however offer a personalised approach and stronger links between consumer, carer and other agency staff. Some see them as more responsive and specific in their focus. There is another type of HACC provider, one in which the HACC provision is not the core business of the organisation, but a small part of a very large organisation, such as a hospital. In that type of HACC agency, it should be possible to utilise highly developed human resource systems; however it may be the case that these organisations do not have sufficient information to take advantage of HACC-specific traineeships or related training opportunities.

As noted earlier in this report, approximately 20% of agencies funded for Community Care receive 80% of the available funding. It makes sense to encourage these larger agencies to lead recruitment initiatives, as they offer the opportunity for effecting the greatest changes in the workforce.

Traineeships

Many agencies reported good outcomes with traineeships. They saw them as a means to foster skill development and attract funding to support the process. Traineeships were favourably regarded, but it was argued that their success really hinges on forming a solid relationship with the right training provider. Again it is easier to establish a collaborative arrangement with a training provider where there is a critical mass of workers: the provider has more incentive to 'get it right' because there are more training dollars at stake. It is easier for the funded agency to negotiate their training needs where they have more workers.

The problems around traineeships appeared to be associated with the limitations set by government on eligibility for subsidies. These differ in rural areas, and depend on whether a worker has just begun to work with the agency, or is an existing worker. After July 2003, regulations were changed so that those holding old qualifications were no longer barred from receiving any subsidy. This is good news for the Community Care sector as many people come into the work from a variety of backgrounds and may hold unrelated qualifications. Extra subsidies are provided to employers taking on an Aboriginal or Torres Strait Islander trainee, or a woman in a non-traditional area. Traineeships require good internal systems and agency staff who know how to communicate with a Registered Training Organisation, for example to check that staff are gaining relevant skills. Clearly this is easier where there are dedicated training staff from the agency or people who have time to manage this responsibility. The smaller the agency the harder this becomes.

10. Pilot project proposals

One of the aims of this project was to develop ideas for pilot projects, which would test the recruitment approaches that this report proposes.

In developing the pilots, each to be conducted over a proposed length of at least twelve months, it was decided in consultation with the Consultation Network that each must meet the following requirements:

- It must offer potential access to one or more of the designated target groups for recruitment (men, young people or people from CALD backgrounds).
- It should offer measurable outcomes which can be externally evaluated.
- It should provide a model or product which can be utilised beyond the life of the pilot project and which will have ongoing value or learning for the sector.
- It should be specific in its focus and achievable given the existing work and social context.

After discussing each of the target groups with the Consultation Network, it was agreed that three pilot project proposals would be developed.

- Pilot Project One: Recruiting men to the HACC Workforce
- Pilot Project Two: Attracting more young people to work in Home and Community Care
- Pilot Project Three: A HACC Recruitment and Selection Resource Pack

As discussed earlier in this report, the development of the HACC Culturally Equitable Gateways Strategy meant that the proposed pilot projects have not focussed on people from CALD backgrounds.

The first pilot project would be conducted within one Department of Human Services region or sub-region, to give a defined geographic boundary to the pilot. The second and third projects each involve a product development stage and a trialling stage. Both of these could have statewide project catchment and any agency that wished to be involved in trialling those products would be able to do so.

Pilot Project One: Recruiting men to Community Care work

This pilot will focus on trialling the approaches to recruiting men discussed earlier in this report. Because the percentage of men currently working in these roles is so low (less than 10%), it will be necessary to involve a number of large HACC agencies who are also significant HACC employers. To see if the pilot makes a significant difference to the number of men employed there will need to be a reasonable base to start from.

Data provided earlier in this report outlines an approach which suggests that concentrating on men over the age of 40 who wish to work part-time is likely to produce better results than focusing on younger men. A marketing and recruitment strategy can then be developed which aims directly at this group. The research also identified that men working in the field are likely to come from blue collar jobs in manufacturing or the trades. By identifying regions where large numbers of these jobs have been lost or are in decline, the pilot can be more easily focused.

One HACC agency to lead others in the region

This pilot focuses on developing a partnership model between an agency with expertise in developing recruitment and employment strategies and a key HACC agency within a region. It is proposed that the pilot project focus on providing funds to a partnership between one Area Consultative Committee and one HACC agency, who will then work on behalf of others in their region in order to focus on attracting men to the work.

Area Consultative Committees

Area Consultative Committees (ACCs) are non-profit, community-based organisations funded by the Commonwealth Government under the Regional Assistance Program, through the Department of Transport and Regional Services. There are 56 ACCs across Australia, 14 of them in Victoria. ACCs position themselves as key regional stakeholders, building networks and partnerships to find local solutions to local problems. ACCs are promoted as an example of how the Commonwealth Government is working in partnership with business and the community to achieve regional economic growth. They cover usually about five to eight Local Government Areas. Each Local Government body is a member of the ACC, and organisations such as Group Training Companies, Job Network Providers, Registered Training Organisations, Centrelink and local trade and business associations are also involved.

Through these networks, ACCs promote and disseminate information on Government priorities and programs for the benefit of business and the community. Their focus is on growth and development, particularly on finding an appropriate match of skills to jobs in the region. To guide its local-level activities, each ACC brings community stakeholders together to identify opportunities, priorities and growth strategies for the region. Whilst ACC members are not paid for their services, each ACC receives annual operational funding from the Commonwealth Government. The ACC Chair uses this funding to employ full-time paid staff to undertake administrative operations and assist the ACC in implementing both the National Charter and its Strategic Regional plan. In 2001–2002 the Commonwealth provided \$13 million in operational funding for the national network of 56 ACCs. ACCs seek research grants and other funds in order to undertake projects in particular areas. ACCs are not funded to undertake projects of the sort proposed here. The National Charter requires them to work to create partnerships between employers and community agencies, so the pilot project would be within the overall parameters of their role.

The fourteen ACCs in Victoria cover the following geographic areas:

NAME OF ACC	AREA COVERED
Albury/Wodonga	Wodonga, Albury and into NSW
Central Highlands	Ballarat and surrounding shires
Central Murray	Echuca and surrounding shires
Central Victoria	Bendigo and surrounding area
*Geelong	City of Greater Geelong; Golden Plains, Queenscliffe, Surf Coast shires
Gippsland	Traralgon to the NSW border
Greater Green Triangle	Ararat, Horsham, Hamilton, Warrnambool
*Jobs East	Cities of Manningham, Boroondara, Whitehorse, Maroondah, Knox and the Shire of Yarra Ranges
*Melbourne West	Cities of Brimbank, Hobson's Bay, Maribyrnong, Moonee Valley, and Wyndham; Shire of Melton
*Melbourne Development Board	Cities of Melbourne, Monash, Port Phillip, Glen Eira, Kingston, Stonnington and Bayside
North East Victoria	Shepparton, Wangaratta, Murray
*Northern	Cities of Banyule, Darebin, Hume, Moreland, Whittlesea and Yarra; Shire of Nillumbik
Sunraysia	Mildura and into NSW to Broken Hill
*South East Development	Cities of Greater Dandenong, Frankston and Casey; Shires of Mornington Peninsula, Cardinia and Bass Coast

In choosing a geographical area in which to conduct the pilot, it will be necessary to consider the importance of:

- finding an area with a number of large HACC agencies
- finding an area with HACC agencies whose personnel have a particular interest in attracting men to work in the field
- finding an ACC with some history of work in attracting mature age men back into the workforce and an ability to work well with local HACC agencies
- identifying regions where large numbers of traditionally male blue collar jobs have been lost, or are in decline
- identifying regions where the need for HACC services, and therefore employment opportunities for HACC Community Care workers, will increase in the future

ACCs which are in areas which meet most of the criteria listed are marked with an asterisk * in the table above.

The table below shows how many HACC agencies of each type are in the catchment area of each of the asterisked ACCs.

Note: The cut off mark of \$500,000 is based on finding agencies which already employ a critical mass of HACC Community Care workers.

ACC	Number and type of HACC agencies receiving more than \$500,000 for activities which employ Community Care workers	Total budget (approx) for these activities in the agencies listed (\$ million)
Geelong	1 Local Government 1 NGO	\$6.9
Jobs East	6 Local Government 1 NGO	\$20.0
Melbourne West	6 Local Government 1 Community Health Service 1 NGO	\$16.6
Melbourne Development Board	6 Local Government 1 NGO	\$20.1
Northern	7 Local Government 2 Community Health Services 2 ethnic specific agencies 1 hospital	\$21.3
South East Development	5 Local Government 1 Community Health Service 1 NGO 1 ethnic specific agency	\$14.7

This table is provided in order to assist the Department of Human Services to reach a decision about an appropriate area in which to conduct this pilot.

In order to progress the pilot, DHS would need to determine a selection process for an appropriate ACC to be the project leader, taking into account the above factors. Alternatively it may be possible to provide funds to a regional lead HACC agency; however some funds would probably need to flow to the ACC in order for it to be able to provide the level of detailed involvement required. The potential risks and benefits of each approach are listed below.

Benefits:

- The ACC's core business is to make linkages between employment and skills. Such an organisation should be a good conduit for building relationships between HACC agencies as employers and men in the area seeking work.
- Utilising an ACC would be a new model for HACC, and would test the feasibility of utilising ACCs in other regions in the future.
- DHS would be 'buying in' the skills it does not have, and utilising the HACC agencies to provide HACC expertise.

Potential risks:

- HACC agencies in the region may be reluctant to engage in something they see as being led by an 'outside' agency.
- There may be doubts that a non-HACC agency can truly understand the issues facing HACC agencies.
- It may be easier for DHS to fund a HACC agency to undertake the project rather than contract a particular ACC.

Overleaf is a proposed project brief for this pilot.

**HOME AND COMMUNITY CARE PROGRAM
HACC WORKFORCE DEVELOPMENT STRATEGY PROJECT**

**RECRUITING MEN TO THE HACC COMMUNITY CARE WORKFORCE
PILOT PROJECT**

DRAFT PROJECT BRIEF

BACKGROUND

This project is one of three pilot projects arising from the HACC New Entrant Development Project. The project identified categories of workers in the labour force who are currently not usually employed as Community Care workers but who could potentially do this work, for example men, younger people, students and people from CALD backgrounds. The New Entrant Development Project also identified impediments to recruiting these workers and designed strategies for recruiting these workers to be piloted.

In Victoria, HACC funded agencies express a need for more male workers for Community Care positions. Some consumers prefer male workers, for religious, cultural or other reasons. In addition, recent employment data suggests that there are men, particularly mature men, who would be well suited to this work. It may be that at present men are unaware of Community Care work as an option, and this pilot is based on better utilising existing employment networks to publicise it as a career option. This project focuses on attracting more men to Community Care roles.

PROJECT AIM/PURPOSE

This project aims to increase the number of men working as Community Care workers within HACC agencies.

PROJECT REQUIREMENTS

Area Consultative Committees operating in identified regions will be invited to submit a proposal for the project. The contracted ACC will be required to work collaboratively with local HACC funded agencies, and other bodies with an employment or training focus.

OR

Agencies currently receiving HACC funding in XX region or sub-region will be invited to submit a proposal for the project. The contracted agency will be required to work collaboratively with other local HACC funded agencies, the Area Consultative Committee and other bodies with an employment or training focus.

The project requires that an organisation work with HACC agencies at a regional level, as well as working with organisations with expertise in recruitment, to develop and implement strategies to attract men as Community Care workers.

KEY TASKS

Establish a project steering committee including HACC funded agencies, Centrelink and Job network agencies, representatives from the ACC, and industry representatives.

Collect benchmark data from participating HACC agencies about the number of men they currently employ in Community Care roles.

Identify groups of unemployed, retrenched or about to be retrenched men, and determine how best to use the ACC's existing networks to engage with those men.

Request participating HACC agencies to provide details of vacancies, application processes and contact details etc.

Develop information about HACC work and send to employers currently on the ACC's database to pass on to their retiring or retrenched workers.

Establish referral processes that can be used by the ACC participating organisations (Centrelink, Job Network Providers, Registered Training Organisations, Group Training Companies) to direct unemployed men to work in HACC agencies.

Conduct information sessions for unemployed men about work in local HACC agencies and provide information about how and when to apply.

Use the Community Care worker generic role statement created during the New Entrant Development Project or agency job descriptions to explain job roles and their associated tasks at these information sessions, as well as provide details of application processes for participating agencies.

Document the project and its processes, impediments and results.

Establish whether there has been an increase in the number of male applicants for Community Care positions in participating agencies. Evaluate the effectiveness of the ACC and its networks for accessing new male workers.

KEY DELIVERABLES

- Developed working relationships between HACC agencies, the local Area Consultative Committee, Centrelink, Job Network agencies, Group Training Companies and Registered Training Organisations.
- Demonstrated increase in the numbers of men being interviewed and appointed to positions within HACC agencies in the region.

FUNDS ALLOCATION

The funds are project-specific and will be allocated according to the receipt of satisfactory progress reports over the length of the project.

All submissions will be assessed against the following Key Selection Criteria:

Criterion 1: Ability to establish relations and local networks which can be used to locate men who may be interested in becoming Community Care workers

Criterion 2: Demonstrated understanding of labour force programs, such as traineeships, and the Vocational Education and Training system

Criterion 3: Quality and experience of agency. Documentation of resources to be assigned to the project, including Principal Officer, project staff with resumes showing relevant experience and expertise with similar projects

Criterion 4: Project management. Ability to work with HACC agencies and other organisations to achieve project objectives. Ability to meet timelines and work to budget

PROJECT MANAGEMENT

DHS will implement a local process to manage specific projects and partnerships. In addition the HACC Workforce Development Strategy Project Consultation Network will oversee all New Entrant Development Project Pilot Projects. This Network will meet quarterly to act as a primary information and communication resource for the wider strategy as well as the individual pilot projects.

Pilot Project Two: Attracting more young people to work in Home and Community Care

This pilot has a focus on awareness-raising and promotion. Advice from many people interviewed in the course of this project suggests that young people do not consider a Community Care position because they are unaware of it as a work or career option. Young people are likely to be attracted to the work because, in general terms, they can work shifts and often like the flexibility of hours (if they do not have the constraints of a family). Some agencies are keen to have young people in their employment because they see them as bringing enthusiasm and energy to the positions; in particular they see young people as being more suited to working with younger clients.

Selling the benefits of the work

Specifically the pilot needs to sell the work to young people by providing the following messages and information:

- Community Care work is rewarding for people with an interest in working with people, and allows workers to develop skills and experience that can facilitate transition into other job roles or career options.
- HACC offers Community Care workers the chance to work with a diverse client group, people from all backgrounds, of all ages and with a range of care needs.
- Since consumers need care around the clock, or only at specific designated times, Community Care offers work that may be after hours, on weekends, early morning etc. This flexibility is highly attractive to young people who may be studying, or who for various reasons do not want to work the standard nine-to-five. (It should be noted however, that there may be issues associated with HACC's requirement for a trained workforce, and potential lack of interest by young students in taking on another program).
- There is a range of employers who want to hire young people—the work is available!

Product development

The resources to promote these messages need to be communicated in ways that will ensure they reach young people. Products need to be visually appealing to young people. Communication methods need to consider how young people find or source information about career options. The project will need to research and refine communication strategies; however the following should be considered:

- web-based information. Information could be developed that can be placed on university and TAFE student employment websites, or it could

be developed so that there can be links from student employment websites to another central site. In addition, there needs to be information on, or linked to other employment websites or career related information

- print products. Print products are necessary for forums such as career expos and information days. Simple brochures with key messages, can be produced quickly
- PowerPoint presentation. A standard talk with accompanying slides could be developed so that agencies can go and speak in forums for young people about career options
- expo display tables or stands. These are required so that materials can be taken to any particular careers expo or similar event, and staffed by local HACC agency personnel.

Note: there needs to be more research done to ensure that the appropriate message is sent to the appropriate target group. This is one of the key preliminary tasks of this project.

Some information is provided below about Local Learning and Employment Networks (LLENs). These have a particular role in dealing with issues of young people, employment and training and have the potential to become important players in a project such as this.

Local Learning and Employment Networks

There are 31 LLENs in Victoria, based around local government boundaries and usually covering two or three local government areas. A Local Learning and Employment Network brings together local education providers, employers, councils and other interested people in their community to:

- identify local gaps in the provision of education and training
- plan the development and delivery of educational programs for young people which will assist in meeting the targets for higher completion rates and better employment outcomes
- take a strategic approach to developing pathways for local young people, especially those at risk of dropping out
- monitor these pathways and outcomes to ensure they are beneficial to young people
- advise the new Victorian Learning and Employment Skills Commission (VLESC) on the needs of young people in their area.

LLENs are relatively new organisations, most having been established within the last 18 months.

Background to the LLENs

The Report of the Ministerial Review of Post Compulsory Education and Training Pathways in Victoria (Kirby, 2000) emphasised the importance of the consolidation of the post-compulsory phase of education, training and employment. The Government accepted the Kirby Report's recommendations, including the following:

- that a state-wide pattern of local planning networks consisting of relevant education and training providers, industry and other agencies should be developed and nurtured. [The report emphasised the benefits to be gained by a local cooperative approach to planning including community renewal and strengthening, minimising duplication and wasteful competition and acknowledging community and industry shared responsibility and ownership of post compulsory education and training]
- that the State Training Board be restructured to form a Victorian Learning and Employment Skills Commission (VLESC) with a broad role in providing policy advice and direction in post-compulsory education, training and employment to Government.

Networks were named Local Learning and Employment Networks (LLENs) to give them a clear identity and to emphasise their relationship with the VLESC. They have an important advisory and information role in partnership with the VLESC. The Victorian Qualifications Authority Act 2000 outlines the functions of the VLESC including supporting local learning and employment networks of providers and stakeholders in post-compulsory education and training programs and services.

As relatively new organisations, it is unlikely that any LLENs have been directly in touch with HACC employers. However they seem to have the potential to be key players in this project, details of which are outlined in the following project brief.

**HOME AND COMMUNITY CARE PROGRAM
HACC WORKFORCE DEVELOPMENT STRATEGY PROJECT**

**ENCOURAGING YOUNG PEOPLE TO WORK IN THE HACC
COMMUNITY CARE WORKFORCE
PILOT PROJECT**

DRAFT PROJECT BRIEF

BACKGROUND

This project is one of three pilot projects arising from the HACC New Entrant Development Project. The project identified categories of workers in the labour force who are currently not usually employed as Community Care workers but who could potentially do this work, for example men, younger people, students and people from CALD backgrounds. The New Entrant Development Project also identified impediments to recruiting these workers and designed strategies for recruiting these workers to be piloted.

Many HACC-funded agencies would like to have some younger workers in Community Care roles. They see these younger workers as better suited to some consumer needs. In addition, the agencies see the benefits of a diverse workforce and the value of having workers with different life experience and characteristics.

Childcare positions for example attract many interested young people. It is hypothesised that if there were better understanding of the work options in Community Care, and the diversity in the consumer group, more young people would apply for positions.

Some young people may be interested in Community Care as an ongoing career; others may wish to use the experience of Community Care to move into health or welfare roles. This project has a focus on increasing awareness and understanding of Community Care work among young people.

PROJECT AIM/PURPOSE

To develop methods and resources to encourage more young people to consider applying for positions in Community Care, and to evaluate their efficacy.

PROJECT REQUIREMENTS

Selected consultants or HACC funded agencies will be invited to submit a proposal for this project. An innovative agency, with a suitable infrastructure, will be the lead agency for the project. The project will identify opportunities to promote Community Care work to young people (careers fairs and expos, stalls at schools, TAFEs and universities, Local Learning and Employment Networks, etc.) and develop high quality resources (print, electronic, web-based etc.) to promote Community Care in these forums. The lead agency will work with other HACC-funded agencies to promote the work (providing speakers, people to provide information etc.) and to assist with the evaluation of outcomes.

Note: all products and resources developed for this project will be market-tested with young people, and a range of agencies will assist in reviewing content.

KEY TASKS

Stage 1

Develop a suite of products, including

- web-based information. Information to be developed that can be placed on university and TAFE student employment websites, or it could be developed so that there can be links from student employment websites to another central site. In addition, there needs to be information on, or linked to, other employment websites or career related information
- print products, suitable for forums such as career expos and information days. These should focus on simple brochures with key messages
- PowerPoint presentation. A standard talk with accompanying slides to be developed so that HACC agency personnel can go and speak in forums for young people about career options
- Expo display tables or stands. These are required so that materials can be taken to any particular careers expo or exhibition.

Tasks involved will include:

- contracting writers, designers, etc.
- establishing a network of HACC experts and those with expertise in youth, to provide content for resources
- purchasing any required display products
- developing links with Local Learning and Employment Networks
- testing materials with target groups to ensure relevance, attractive interface, design factors; etc.
- developing a register of HACC agencies willing to provide staffing/speakers for careers days, fairs; etc.
- locating forthcoming careers expos, conferences and seminars for careers counsellors or recruitment specialists and booking booths etc (examples include Age Careers Expo, AHRI conference, LLENs careers fairs).

Stage 2

- Disseminate resources through targeting careers expos, career days, etc.
- Identify appropriate websites and disseminate web-based information.
- Conduct talks, etc.
- Document the project and its processes, impediments and results.
- Develop evaluation methodology and evaluate the project.

KEY DELIVERABLES

Quarterly progress reports throughout the project in relation to the tasks above.

Resources to be completed at the end of Stage 1.

Evaluation report including outcomes of evaluation in Stage 2 above.

FUNDS ALLOCATION

The funds are project specific and will be allocated according to the receipt of satisfactory progress reports over the length of the project.

All submissions will be assessed against the following Key Selection Criteria:

Criterion 1: Experience in high quality design and content development of related products

Criterion 2: Demonstrated knowledge of recruitment issues in relation to Community Care work, and in relation to the work aspirations of young people.

Criterion 3: Quality and experience of agency. Documentation of resources to be assigned to the project, including Principal Officer, project staff with resumes showing relevant experience and expertise with similar projects

Criterion 4: Innovation and a commitment to encouraging young people to work in Community Care

Criterion 5: Ability to work collaboratively with other HACC funded agencies to meet the project's objective

PROJECT MANAGEMENT

DHS will implement a local process to manage specific projects and partnerships. In addition the HACC Workforce Development Strategy Project Consultation Network will oversee all New Entrant Development Project Pilot Projects. This Network will meet quarterly to act as a primary information and communication resource for the wider strategy as well as the individual pilot projects.

Pilot Project Three: A HACC Recruitment and Selection Resource Pack

HACC funded agencies have many different experiences of recruitment and draw on varying methods to source their workers. There are many unique issues that agencies have to deal with in recruitment. This pilot project proposal focuses on applying standard recruitment practices that all agencies could put into practice, and 'tried and true' methods developed by agencies, to the aim of creating a more diverse Community Care workforce. The Recruitment and Selection Resource Pack is the vehicle for sharing this information and encouraging best practice in recruitment in all agencies.

There are some important points in relation to this pilot.

- Agencies need to be actively involved in shaping the content and determining what information will be useful to them. The users of the pack are the agencies and they need to like it.
- The text development and design needs to be undertaken by people with expertise in communications and product development. While agencies have the content expertise, they are unlikely to have the writing, editing and production expertise to create a successful product.
- The Recruitment and Selection Resource Pack needs to be available in a format that enables customisation and adaptation. Its usage is not intended to be mandatory, and agencies should be able to take elements of the Pack and alter them as required. Job roles are separated and combined in different ways by different agencies, so the materials need to be flexible enough to allow for these differences. The Pack should also be cost-effective to produce and work with. The Pack should be available on CD ROM, with files that can be read in standard software, such as Microsoft Word, Microsoft Excel, Microsoft PowerPoint or Adobe Acrobat.
- The nexus between recruitment and training needs to be made clear in the Pack, with advice provided about how to recruit trained staff, use traineeships etc. Supervisors and others involved in recruitment and selection may also have training needs in relation to these roles. The research part of the project should consider such needs.
- It will be important to make use of existing HACC agency and Human Resources sector expertise, as well as expertise from other program areas such as Disability Services.
- Quality research will be required before the Pack's component parts are developed, but at this stage it is envisaged that the Pack might contain resources such as ideas for sourcing new workers, exemplar text for advertising positions or describing work roles, exemplar application forms, exemplar interview questions, advice about how to interview and standard letters to successful and unsuccessful applicants.

- Dissemination of the Pack will require some planning. Take-up will rely on promotion within the HACC sector. If it is simply sent to individual agencies the Pack runs the risk of sitting on a bookshelf and never being used. Agency staff will need to start with the belief that this is a resource that will help them to streamline recruitment operations and maximise their effectiveness.

A note about pilots two and three

Both pilots two and three commence with a research and product development phase. It may be possible to develop the resources for pilots two and three as one project, and then to run two smaller projects focused on the implementation of the products to each target group (young people for pilot two and agencies for pilot three).

There would be potential advantages in combining the two projects:

- Economies of scale may be possible as similar product development stages would be involved.
- There may be some cross over in content, and possibly design, between the products in the two pilots.

There would also be potential disadvantages:

- The unique focus on youth in project two may be compromised
- It may be difficult to engage young people in the trial stage if they feel that the product has not been designed specifically for them.

**HOME AND COMMUNITY CARE PROGRAM
HACC WORKFORCE DEVELOPMENT STRATEGY PROJECT**

**HACC COMMUNITY CARE RECRUITMENT AND SELECTION
RESOURCE PACK
PILOT PROJECT**

DRAFT PROJECT BRIEF

BACKGROUND

This project is one of three pilot projects arising from the HACC New Entrant Development Project. The project identified categories of workers in the labour force who are currently not usually employed as Community Care workers but who could potentially do this work, for example men, younger people, students and people from CALD backgrounds. The New Entrant Development Project also identified impediments to recruiting these workers and designed strategies for recruiting these workers to be piloted.

A Recruitment and Selection Resource Pack which (a) suggests methods and approaches to sourcing new workers for Community Care and (b) provides tools that can be used to maximise the effectiveness of recruitment and selection processes, would be helpful in creating a more diverse Community Care workforce.

The Recruitment and Selection Resource Pack will not be specific to a given geographic area, or type of HACC agency. It will have application across a range of contexts, and be suitable for adaptation to suit individual agency needs. Ultimately it will be available electronically or in CD ROM format.

An organisation with specific expertise in the development of recruitment strategies and materials will be engaged to manage the development of the Recruitment and Selection Resource Pack. It is expected that they will work closely with HACC funded agencies to establish content, test design, and refine the products.

Note: It is not intended that use of the Pack be mandatory for any agency.

PROJECT AIM/PURPOSE

To develop a suite of products that will assist HACC agencies to maximise the outcomes of their efforts, thereby building a more diverse Community Care workforce.

PROJECT REQUIREMENTS

The project requires that an organisation work with HACC agencies at a regional or statewide level to define the content and to develop the Recruitment and Selection Resource Pack. It also requires that the materials are trialled and refined and that a plan for statewide implementation of the Pack be developed.

KEY TASKS

Stage 1

Look at the recruitment resource implications of seeking to recruit a more diverse workforce. Consult with HACC agencies as to the required content for the Recruitment and Selection Resources Pack, preferences for style, format etc. This would involve utilising the Community Care worker generic role statement developed during the New Entrant Development Project, as well as existing HACC agency expertise and Human Resource sector expertise. It would also involve learning from the experiences of other programs, such as Disability Services.

Stage 2

Agree on items for inclusion. Draft all products for trial with selected agencies, and refine products. Products may include a variety of materials to aid in the recruitment and selection process. Although many of these will be materials for use by applicants and those selecting them, research may show that as well as products, skill development is needed by some people involved in the recruitment process. For instance HACC supervisors may require public speaking skills in order to confidently speak about the work at public forums. All products are to be professionally edited and desktop published.

Stage 3

Write plan for statewide dissemination of Recruitment and Selection Resource Pack. Document the project and its processes, impediments and results.

Write final report.

KEY DELIVERABLES

Quarterly progress reports throughout the project in relation to the tasks above.

Products as determined in Stage 1 to be completed at the end of Stage 2.

Final report and plan for dissemination.

FUNDS ALLOCATION

The funds are project-specific and will be allocated according to the receipt of satisfactory progress reports over the length of the project.

All submissions will be assessed against the following Key Selection Criteria:

Criterion 1: Demonstrated knowledge of recruitment strategies appropriate for the target workforce.

Criterion 2: Ability to consult with HACC agencies to research appropriate content for the kit.

Criterion 3: Experience in high quality design and content development of related products.

Criterion 4: Quality and experience of organisation. Documentation of resources to be assigned to the project, including Principal Officer, project staff with resumes showing relevant experience and expertise with similar projects.

PROJECT MANAGEMENT

DHS will implement a local process to manage specific projects and partnerships. In addition the HACC Workforce Development Strategy Project Consultation Network will oversee all New Entrant Development Project Pilot Projects. This Network will meet quarterly to act as a primary information and communication resource for the wider strategy as well as the individual pilot projects.

Recommendations:

1. That the Department of Human Services fund all three proposed pilot projects. There are many ideas or concepts for improving recruitment practices and outcomes that could be tested; however; there is good support for these three; they have a sound rationale and appear most likely to yield the desired outcomes, benefits and value.
2. That the Department of Human Services develop a data collection process that can provide basic benchmark data about Community Care jobs. Victorian funded HACC agencies could provide this through new questions added annually for one of the Quarterly Minimum Data Sets.
3. That the Department of Human Services continue to use the HACC Workforce Development Strategy Project Consultation Network to provide advice about the workforce and to oversee the pilot projects.
4. That opportunities to publicise Community Care work and build its profile be utilised wherever possible. The community needs to see images of people doing Community Care work to know that it is an employment option, furthermore they need to see the diversity in the workforce and the consumers. Unpaid media is an option for this.

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Appendices

- Appendix I - Consultation process
- Appendix II - Rates of pay for specified 'competing' industries
- Appendix III - Home And Community Care Program - Culturally Equitable Gateways Strategy

Appendix I - Consultation process

Group interviews and consultations

HACC Workforce Development Strategy Project Consultation Network

The HACC Workforce Development Strategy Project Consultation Network was established in early 2003 to support the HACC Workforce Development Strategy Project. The network will exist during 2003 and 2004 and its purpose is to provide a sounding board for the broader project and also specific projects such as the HACC New Entrant Development Project. It is a 'working network' of practitioners from the HACC sector and not a committee of organisational representatives. It follows on from the successful 'training issues network' that was established to provide input into the review of the Community Services Industry Training Package in 2002. People from the HACC sector with an interest in workforce issues are welcome to join the network. The consultation network also includes staff from the Disability Services Program.

To support the HACC New Entrant Development Project the Network met three times and discussed the workers to be targeted, recruitment and retention issues and the pilot project proposals. The Network also considered the generic role statement. Comments were also made on emailed material. Approximately 40 people from HACC agencies and peak organisations participated in some way in the network.

DHS/MAV Working Party on HACC and Primary Care

The HACC New Entrant Development Project was a regular agenda item for the working party meetings and the project's progress was discussed.

Linkages Coordinators Network Meeting

This is a regular meeting of Linkages Coordinators. At one meeting a presentation was given about the HACC New Entrant Development Project which was followed by a discussion of workforce issues and possible pilot projects.

HACC Ethnic and Multicultural Agencies Meeting

The Victorian Ethnic Communities Council organised a meeting to discuss the HACC New Entrant Development Project to which all HACC funded ethnic and multicultural agencies were invited. Six agencies attended the meeting. All of these agencies had been actively involved in addressing workforce issues.

Focus groups with male Community Care workers

Since there was a consensus of opinion about the need for more male Community Care workers three focus groups were held involving males currently working in Community Care. Male workers from Darebin City Council, Moonee Valley City Council and Greater Geelong City Council participated in the focus groups.

Meeting to discuss data collection proposal

A meeting was held with staff of the Coordinated and Home Care Unit to discuss the feasibility of a regular HACC Community Care worker data collection.

Individual Interviews

People were interviewed due to their involvement in workforce issues either within or outside the HACC sector.

Alison Beckett	Policy Manager, Victorian Association of Health & Extended Care
Lidio Bertelli	Italcare
Lyn Campbell	Regional HACC Training Coordinator, Eastern Region, DHS
Annette Delaney	Team leader, Employment Skills Centre Adult Migrant Education Resource Centre
Debbie Ferraro	MECWA
Henry Forti	Manager Italcare
Clare Hargreaves	Senior Policy Advisor, Social Policy Municipal Association of Victoria

Peter Hunt	Manager Aged Services Hobsons Bay Council
Liz Knight	Vocational Education and Training Unit Victorian Curriculum and Assessment Authority
Fleur Limpus	Training Manager, Victorian Association of Health & Extended Care
Anne Lyon	MECWA
Justin McDermott	Manager, Data Collection and Analysis, Aged Care, DHS
John McDonagh	Manager, Aged and Disability Services Brimbank Council
Denise O'Brien	General Manager, Education Division Adult Migrant Education Service
Walter Petralia	Gerontologist CoAsIt
Joan Price	Industrial Officer Australian Services Union
Penny Rawlins	Silver Circle
Brad Sadler	City of Greater Geelong
Carla Scommazon	Executive Officer Australian Local Government Training
Russ Sevier	Manager Eltham Community Health Centre
Brian Spencer	Executive Director Victorian Community Services and Health Industry Training Board
Rob Spence	Chief Executive Officer, Municipal Association of Victoria
Joan Whelan	Project Officer Australian Local Government Training

Appendix II – Rates of pay for specified ‘competing’ industries

Competing areas of work, occupations and relative pay rates

Retail Trade Industry Sector – Minimum Wage Order – Victoria 1997

This award applies to employers who are not covered by any federal award or agreement who are engaged in the following trades: supermarket and/or grocery stores; specialised food retailing; department stores; clothing and/or household good retailing; furniture; household equipment repair services; motor vehicle retailing and motor vehicle services.

Classification	Role	Pay Rates per hour
Retail Trade Employee Level 1C*	Gardener Nursery Labourer Responsible for quality of own work; working under supervision; exercising discretion within level of skills and training	\$11.35 (full/part-time) \$14.19 (casual)
Retail Trade Employee Level 2	Canteen worker Restaurant employee Tradesperson assistant Employees working under direct supervision and the exercise of minimal judgement. In process of learning work related competencies	\$11.36 (full/part-time) \$14.20 (casual)
Retail Trade Employee Level 3	Clothes presser Courtesy Car Driver Pastrycook Assistant Employees working under direct supervision, applying judgement within a defined range, such as repetition work, using basic instructions.	\$11.78 (full/part-time) \$14.73 (casual)
Retail Trade Employee Level 6	Retail Worker (shop assistant or salesperson) Employees exercising discretion within their level of skill and training, responsible for quality of their own work, possessing competent communication and written skills.	\$12.90 (full/part-time) \$16.13 (casual)

*Lower levels are trainees.

Hospitality

The hospitality industry is likely to be a strong competitor as it provides a range of jobs in hotels, motels and serviced apartments, including kitchen hand, cooking, cleaning, security, and handyperson positions.

Hospitality Industry – Accommodation, Hotels, Resorts and Gaming Award 1998

Applies to employees in hotels, resorts, casinos, wine saloons, wine and spirit merchants where the employer is a member of the Australian Hotels Association or is listed in the schedule to the Award.

Classification	Role	Pay Rates per hour
Level 1	Food and Beverage attendant Kitchen attendant grade 1 Guest Service grade 1 Employees must undertake duties as directed within the limits of their competence (applies to all levels of award)	\$12.24 (part-time) loadings 25%–150% for Saturday, Sunday, public holidays. Night allowance for Mon-Fri 'ordinary hrs' \$15.30 (casual) loadings 25%–175% for Saturday, Sunday, public holidays. Night allowance for Mon-Fri 'ordinary hrs'
Level 2	Food and Beverage attendant 2 Cook grade 1 Kitchen attendant grade 2 Doorperson/security officer grade 1	\$12.90 (part-time) loadings/allowance as above \$16.12 (casual) loadings/allowance as above
Level 3	Handyperson	\$13.38 (part-time) loadings/allowance as above \$16.73 (casual) loadings/allowance as above

Motels, Accommodation and Resorts Award 1998

This award applies to motor inns, motels, unlicensed private hotels, resorts, serviced apartments, etc., together with restaurants, function areas ancillary to these.

Classifications are similar to those in the Hospitality Industry as outlined above and include food and beverage attendant, kitchen attendant, Guest Service, security officer, handyperson.

Pay rates and loadings are the same as in the Hospitality Industry award, with slight variations in the night allowance.

Classification	Role	Pay Rates per hour
Hospitality Services grade 1	<p>Food & beverage attendant Kitchen attendant Guest service</p> <p>A grade 1 employee is 'primarily engaged in one or more of a range of duties including cleaning, assisting with cooking, laundry, guests' services, minor sewing repairs'.</p>	<i>See Hospitality Industry – Accommodation, Hotels, Resorts and Gaming Award rates, above</i>
Hospitality Services grade 2	<p>Food & beverage attendant Cook Kitchen attendant Doorperson/security officer</p> <p>A grade 2 employee 'has not achieved the appropriate level of training and is primarily engaged in one or more of a range of duties, including storing goods, servicing and cleaning, handyperson, security officer. Handyperson means a person who is not a tradesperson, (carrying out) routine repair work & maintenance & other duties such as pool, garden etc'.</p>	<i>See Hospitality Industry – Accommodation, Hotels, Resorts and Gaming Award rates, above</i>

Security

Security officers are employed across a number of industry sectors. The *Security Employees (Victoria) Award 1998* sets out weekly pay rates for security guards such as door attendants, mobile patrolmen, control room operators employed in connection with security alarm systems, and airport security personnel. Although such workers differ from those in Community Care (being permanent employees) they are unqualified at the lowest level. While base pay rates are comparable, a number of allowances are included in the security award, including for use of the officer's own vehicle.

Security officers are also employed on a part-time and casual basis in hospitality; motel and accommodation; property and business services; and transport and storage. The latter category includes armoured car escorts. Pay rates are comparable to those in Community Care.

Security Employees (Victoria) award 1998

Classification	Role	Pay Rates (weekly)
Level 1	Security officer 'Be stationed at an entrance/exit, where principal duties include control of movement of persons, vehicles, goods/property'	\$470.60
Level 2	Security officer An employee who performs work above and beyond the skills of an employee at level 1 to the level of their training	\$485.70

Hospitality Industry – Accommodation, Hotels, Resorts and Gaming Award 1998

Level 2	Doorperson/security officer grade 1	\$12.90 (part-time) loadings/allowance as above \$16.12 (casual) loadings/allowance as above
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See other relevant Awards listed elsewhere:

Motels, Accommodation and Resorts Award 1998

Property & Business Services industry sector minimum wage order – Victoria - 1997

Transport and Storage Industry Sector – Minimum Wage Order – Victoria 1997

Cleaning (Property services)

The cleaning industry sector fits all the criteria outlined above in competing with Community Care for labour. Work is highly casualised or part-time; pay rates are comparable; there are few or no mandatory qualifications required; and the work includes similar components.

Property and Business Services Industry sector minimum wage order – Victoria – 1997

This order applies to any industry in the State of Victoria mainly engaged in renting or leasing assets ... and which includes property operators and/or developers, residential property operators, commercial property operators and/or developers.

Classification	Role	Pay Rates per hour
Property & Business Services Employee Level 6	Cleaner Security guard Building attendant Level 6 employees are engaged in routine work exercising a limited degree of judgement under supervision	\$12.63 (part-time) \$15.48 (casual)

Appendix III - Home And Community Care Program - Culturally Equitable Gateways Strategy

This Culturally Equitable Gateways Strategy aims to expand and improve the use of mainstream Home and Community Care (HACC) Program services by people from culturally and linguistically diverse (CALD) backgrounds.

In recognition of the underutilisation of HACC services by people from CALD backgrounds, the Minister for Aged Care approved the allocation of \$2.068 million for the Culturally Equitable Gateways Strategy which comprises eight elements:

- Capacity building to local governments to provide a culturally-friendly gateway to HACC services and ensure appropriate linkage with ethno-specific agencies.
- Capacity building for ethno-specific agencies to provide practical, hands-on support to local councils to offer culturally appropriate services and enhance service linkage.
- Funding for HACC funded Migrant Resource Centres for flexible service responses to the needs of small and emerging ethnic communities.
- Leadership and sectoral development within and across ethno-specific, multicultural and local government sectors to improve service provision.
- Strategy for recruitment of bilingual/multicultural staff in HACC.

In addition, the following projects are compatible with the Culturally Equitable Gateways Strategy. These projects are subject to joint Ministerial approval of the Annual Plan, 2003-04:

- Scholarships for bilingual staff working in HACC funded agencies
- CALD communication strategy
- CALD research project investigating: What will Victoria's cultural diversity mean for aged Community Care over the next twenty years?
- Rural aged care support and mentoring project.

PROJECT AIM/PURPOSE

To achieve greater representation of people aged 65+ from CALD backgrounds among those using core HACC services primarily provided by local governments.

To provide the capacity in the two relevant peak bodies, the Municipal Association of Victoria (MAV) and the Ethnic Communities Council of Victoria (ECCV) to contribute to the implementation of the CALD-related reform program over three years 2003-2004 to 2005-2006, including the development of appropriate and timely research and evaluation of the Strategy at a Statewide systemic level.

To oversee the implementation of the wider Culturally Equitable Gateways Strategy, and ensure that individual projects are linked to statewide directions in workforce development, assessment practices, reporting requirements and quality frameworks, and to evaluate the outcomes.

PROJECT REQUIREMENTS

DHS will convene a Working Group to oversee the Strategy. The scope of this Working Group will not duplicate the work of the Ministerial Advisory Council on Cultural and Linguistic Diversity. The MAV and the ECCV will each nominate an appropriate representative. In light of the underutilisation of HACC nursing services by older people from CALD backgrounds, an additional representative will be invited from the Royal District Nursing Service.

The Manager, Coordinated & Home Care will chair the Working Group. DHS will also nominate a representative from Central Office HACC Service Development and Operations, and one from each of Northern, Southern and Western metropolitan DHS regional offices.

The Working Group will work cooperatively with a range of other stakeholders, communicate effectively, and make a positive contribution to the strategy.

The Working Group, in consultation with the sector more broadly, will identify the priority areas for research, including documentation of good practice to facilitate greater participation in and use of services by older people from CALD backgrounds. It will also advise on and oversee an evaluation of the projects and progressively report on the implementation of the strategy.

In addition to the Working Group, there will be a wider Consultation Network, which will meet quarterly to act as a prime information and communication resource for the strategy. Self-selected representatives will be invited from:

- local government
- larger and well-established ethno-specific providers and communities
- small and emerging ethno-specific providers and communities
- multicultural providers.

KEY TASKS

The Working Group will:

- meet as required to monitor the direction and progress of the implementation of the Culturally Equitable Gateways Strategy
- link the Statewide HACC Culturally Equitable Gateways Strategy with other relevant statewide initiatives such as Primary Care Partnerships and HARP
- support partnerships with information, advice, and ongoing evaluation of projects
- advise on and oversee appropriate research projects, and an evaluation framework for the strategy.

EVALUATION

The Working Group will advise on and oversee an appropriate evaluation framework for the strategy in the context of statewide systemic improvement.

**HOME AND COMMUNITY CARE PROGRAM
CULTURALLY EQUITABLE GATEWAYS STRATEGY**

**BILINGUAL/MULTICULTURAL STAFF RECRUITMENT PROJECT
PROJECT BRIEF**

BACKGROUND

This project forms part of the Culturally Equitable Gateways Package, which will expand and improve the use of mainstream Home and Community Care (HACC) Program services by people from culturally and linguistically diverse (CALD) backgrounds.

OBJECTIVE

To undertake developmental work in the Western, Northern and Southern Metropolitan Regions to improve the recruitment and retention of bilingual/multicultural HACC staff in order to improve the cultural responsiveness of HACC services.

PROPOSAL

One Migrant Resource Centre in each of Western, Northern and Southern Metropolitan Regions will receive \$50,000 Fixed Term Recurrent funding to increase and improve the recruitment and retention of bilingual/multicultural staff in the HACC sector. The method adopted could be one of the following:

Development of a staff pool employed by the multicultural agency, members of which can be hired out to HACC agencies.

- Development of a recruitment service that can be used by HACC agencies to hire bilingual/multicultural staff.
- Development of a recruitment advice service to assist ethno-specific agencies to hire staff from a relevant ethnic background.

FUNDING AND TIMELINES

A total of \$150,000 (\$50,000 to each of the three regions) for a three year fixed term period will be allocated. Developmental work will commence in 2003/2004.

FUNDS ALLOCATION

Invited submissions to HACC funded agencies that are operating as incorporated Migrant Resource Centres in Northern, Southern and Western Metropolitan Regions for one \$50,000 project per annum for three years.

Each invited agency must submit a proposal, which includes a methodology based on one of the options noted above under Proposal. A selection panel, convened by the Coordinated and Home Care Unit, Department of Human Services will assess the proposals against standard Key Selection Criteria (KSC), with one further KSC specific to this project (see list of KSC at end of this paper).

REPORTING

A reporting process will be developed to record the progress of the development work and evaluate the benefit to the HACC sector.

Key Selection Criteria Used in Assessing Submission

- KSC1 Meets the HACC Guidelines i.e. is a HACC eligible Project.*
- KSC2 Addresses a high priority issue as expressed in the Ministerial priorities and HACC planning processes and aims to service the needs of a significant population. (Mandatory for Statewide projects only).*
- KSC3 Demonstrates that the project model and methodology proposed addresses the identified aim and objectives with clear strategies and outcomes.*
- KSC4 Demonstrates an operationally effective project management model that will support the outcomes and build on existing resources. Identifies a key project worker with relevant skills and experience.*
- KSC5 Demonstrates a commitment to evaluating and monitoring the project using relevant tools.*
- KSC6 Demonstrates a commitment to working in partnership with key stakeholders and that effective consultation has been undertaken to develop the proposal. The project needs to link with and complement the existing service system.*
- KSC7 Demonstrates preparedness to work cooperatively with DHS, if required, to further develop the proposal to implementation stage.*

CONTACT DETAILS

Proposals should be sent to Calvin Graham as per the details below by **4pm on 24 October 2003**.

Calvin Graham
HACC Service Development Team
Coordinated and Home Care Unit
Aged Care Branch, Department of Human Services
GPO Box 4057
Melbourne, 3001

For additional information, please contact Calvin Graham on:
Telephone: 9616 7664
Email: calvin.graham@dhs.vic.gov.au

Late submissions, facsimiles and e-mailed submissions will not be accepted.

HOME AND COMMUNITY CARE PROGRAM SCHOLARSHIPS FOR BILINGUAL STAFF PROJECT BRIEF

BACKGROUND

This project is compatible with the Culturally Equitable Gateways Strategy, which will expand and improve the use of mainstream Home and Community Care (HACC) Program services by people from culturally and linguistically diverse (CALD) backgrounds.

OBJECTIVE

To increase access to relevant training by bilingual paid staff in HACC agencies who have a language relevant to the HACC target group from CALD backgrounds in the agency's catchment, by providing a scholarship which can be used for study costs and/or living expenses while studying.

PROPOSAL

In 2003/2004 there will be 15 scholarships of \$10,000 each. The scholarships will be allocated to 15 HACC bilingual staff members who are either existing employees of HACC agencies or who have been selected to fill a vacancy at a HACC agency.

FUNDING AND TIMELINES

A total of \$150,000 non-recurrent one-off funding (15 scholarships of \$10,000) will be provided to the employer HACC agency for distribution to the bilingual staff member who has received the scholarship. Funds may be distributed to the staff member over a period of three years 2003/2004 to 2005/2006.

FUNDS ALLOCATION

Local Councils targeted for Capacity Building Assessment and Care Management as part of the Culturally Equitable Gateways Strategy and those HACC agencies who have \$500,000 or more HACC funding for any or all of the following activities: Delivered Meals, Home Care, Personal Care, Property Maintenance, Linkages, Planned Activity Group (Core and High), Respite – Home and Community, and Respite (Overnight) will be invited to apply for a scholarship.

A selection panel, convened by the Coordinated and Home Care Unit, Department of Human Services will assess applications.

The scholarships will be distributed as follows:

- 1 in each of the rural regions
- 2 in each of the Eastern and Southern Metropolitan regions
- 3 in each of the Western and Northern Metropolitan regions.

KEY SELECTION CRITERIA

The following criteria will be used in assessing submissions:

- Staff must not be eligible for a traineeship (i.e. if eligible for a traineeship this should be organised for them).
- Staff must provide evidence of fluency in English and the relevant other language. They must provide evidence that the language other than English is relevant to their agency and their service catchment.
- Staff can study full-time or study part-time and work part-time.
- Where staff are studying full-time it is preferable that they be enrolled in a state government funded student place and the scholarship be used for living expenses.
- Funds can be used for study costs and/or living expenses.
- The HACC agency must make the application on behalf of the staff member.
- Staff may undertake one of the following courses: 1999 CSTP: Certificate III in Aged Care or Certificate IV in Aged Care or when the 2003 CSTP is introduced: Certificate III in Home and Community Care or Certificate IV Service Coordination (Ageing and Disability), or from outside the CSTP: Certificate IV in Workplace Training and Assessment or Front Line Management training.
- Only one scholarship will be allocated per HACC agency.

REPORTING

A reporting and evaluation process will be developed to record the progress of students and evaluate the benefit of the scholarships the HACC sector.

Proposals should be sent to Calvin Graham as per the details below by 4pm on 24 October 2003.

Calvin Graham
HACC Service Development Team
Coordinated and Home Care Unit
Aged Care Branch, Department of Human Services
GPO Box 4057
Melbourne, 3001

For additional information, please contact:

Calvin Graham
Telephone: 9616 - 7664
Email: calvin.graham@dhs.vic.gov.au

Late submissions, facsimiles and e-mailed submissions will not be accepted.