

**PAYING THE PIPER:  
FUNDING BODIES AND TRAINING  
PROVISION**

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## 1. INTRODUCTION

### 1.1 The Community Services Industry: Who Pays the Trainer?

Australia has a large, and growing sector of nonprofit, non-government organisations (NGOs) which receive government funding or subsidy. Their activities range across a number of fields (such as health, welfare, education, recreation), and their income from government is by no means insignificant.

Across eight fields of activity, government expenditure, in terms of funding to NGOs amounted to \$3.185 billion for the 1986/87 financial year. This was some 10.3% of total government expenditure in these areas, and ranged as high as 25% of total government expenditure in the welfare field. (Lyons, 1990).

This same study also showed major increases in overall government expenditure in most of these fields, in real terms, in the decade 1976/77 to 1986/87. In fields where government expenditure on NGOs exceeded 10% of total expenditure in 1986/87, increases in overall expenditure ranged from 91% (primary/secondary education) to 308% (Research). Of particular interest is the increase in the overall budget for welfare, which increased by 208% in real terms.

The percentage of overall expenditure going to NGOs also rose slightly in most fields during this period, with noticeable shifts occurring in education, employment/training, and research. Welfare NGOs increased their share of the budget by an average 2.7%. (Lyons, 1990).

Whereas the share of government funds going to nonprofit organisations indicates their economic significance, their share of the "market" gives a better indication of the amount of government, and societal, reliance on the provision of services through these agencies.

In terms of service provision, Lyons estimated that this ranged from approximately 11% for hospitals to some 75% for long day care services for children. It is estimated that about half of all welfare services are provided by non-government, nonprofit organisations. (Lyons, 1990).

The proportion of these NGOs income represented by government funding is not so easy to assess. To begin with, it varies widely, with many organisations being almost totally funded by government (and certainly totally dependent on that source of funding), and others operating with large fundraising resources, and a much smaller proportion of government funding.

The 1981 study of non-government welfare organisations (NGWOs) by the Social Welfare Research Centre (Milligan, Hardwick and Graycar, 1984) estimated average government contribution at 37% of income, with donations making 28%, and 22% coming from user or membership fees. However, of the 63% of services that received government funding (some 37% of organisations in the sample did not), 60% of their income was government funding.

Though there is no research to confirm it, growth in government funding to non-government, nonprofit organisations over the last decade, and observed trends in funding programmes, would indicate that there is likely to be a much higher proportion of organisations now with higher levels of dependence on government funding, than that reported in the SWRC study.

It is also the case that organisations with large proportions of their income based on fees or fundraising are still dependent on government funding (eg. long day child care centres, nursing homes).

Given the size of this sector (non-government, nonprofit organisations in receipt of government funding or subsidy), and its somewhat symbiotic relationship with government, it is surprising that there is no adequate data source to enable an accurate assessment of its size. Estimates of nonprofit organisation numbers vary wildly. In 1981, Milligan et al estimated that there were somewhere between 26,000 and 49,000 non-government welfare organisations (NGWOs).

This figure included organisations that received no government funds, and those that employed no staff. Some 60% of their total sample did employ staff, which would give an estimated 15,600 to 29,400 organisations with paid staff in 1981. However, the Australian Bureau of Statistics Business Register gives a figure of 18,000 nonprofit organisations that employ paid staff in 1990 (Lyons, 1991). This would include most of those in receipt of significant government funding, but also all those organisations with other primary funding sources.

Of particular interest in this sector are the organisations that fall within the "health and welfare" fields. Generally, the "welfare" organisations make up what is now referred to as the Community (or Social and Community) Services Industry. Health, sharing some blurred boundaries with community services, now also shares formal industry identification at national level through the National Community Services and Health Industry Training Advisory Body. State levels are tending to separate the two, however.

Though, in terms of outlay of government funding generally to NGOs, the community services industry accounts for only about one third of expenditure, and presents to government a particular set of problems with regard to industry training. Governments have a vested interest in industry training generally (as evidenced over the last decade in Australia). With the community services industry, governments are also faced with an extremely high level of interdependence between government and industry, extremely high levels of training need, and a very diverse and complex industry.

The income source of the community services industry, and its role as a conduit for government service provision, are key factors to its unusual relationship with government. The community services industry has been described as being characterised by "a high dependence by organisations (in terms of policy and program) on government grants, subsidy, government policy and political agenda " (National Community Services Industry Training Steering Group, 1991 : Part C, p25).

Its reliance on direct government funding for its existence has interesting implications for the notion of employer funded training provision to industry workers employed by non-government organisations.

In the first instance, government funding bodies have a direct interest in a number of outcomes related to adequate training provision and the employment of skilled staff. These include the quality of the services provided; the adherence by provider organisations to policies, guidelines, philosophies as agreed with the funding body; the meeting of accountability requirements of the funding body; and the viability of the organisations themselves.

In the second instance, there is the practical problem of actual resources. Where organisations draw the bulk of their funds from government funding bodies, then they are similarly reliant for training funds. Though some of the larger agencies may have access to additional funding sources, smaller agencies (including those charging fees for services) generally are without "spare" funds for items such as staff development and training.

This has prompted government funding bodies to actually provide training and training resources through a variety of mechanisms. Unlike any other industry, the role of government in community services industry training is therefore pivotal. Government funding tends to control the supply of training, and has the capacity to control the nature and style of provision itself.

In addition to its interdependence with government, most parts of the industry (with some exceptions such as child care) experience a restricted and somewhat chaotic training arena. At the level of training and education providers, the sheer number and diversity of both organisations and services, has made it difficult to design standard courses.

There are, by and large, no standard pre - employment qualifications, and many workers have entered the industry without any relevant training. Training needs are therefore high for the existing workforce. Due to work and domestic pressures, geographic location, and cost, there are difficulties in workers accessing those courses that are available at tertiary institutions.

This has resulted in organisations, and workers in the industry, seeking the provision of in-service or field based training. This again raises the issue of resourcing and providing training. If the tertiary education sector is not meeting the need, and field based training is being provided, where does this training come from, and who pays the trainer?

## 1.2 The Project

Despite the vital role they play, there has been no specific study of funding bodies in training provision. Though it is possible to make rough estimates of some allocation of training resources, there is little else documented by research. The list of what is not known far outweighs that which is known. This is not surprising in some senses, as it is only recently that community services industry training itself has received much attention. This mirrors similar developments in Australian industry, generally.

Research to date has focussed on defining the industry, profiling the labour force, defining work areas, some identification of training providers, and identification of training needs. Most of the existing research has examined training issues from the perspective of community sector organisations and workers, with little comprehensive information available on attitudes and responses of the Government funding bodies in this regard.

Concern about training for community services, and issues regarding funding body responsibilities within training provision, is long standing (O'Toole: 1981). However, a number of changes have occurred over the last decade, flowing from changes in the industrial context and from changes in the nature of community services provision. These have intensified the focus on training, and made it more pressing to examine these issues and concerns.

The changes in the industrial context have included the extension of award provision, industrial "recognition" of the sector, and the action of governments in introducing various measures (such as Training Guarantee Legislation) to stimulate training provision, and to increase employer responsibility for training provision.

As the number of organisations and services funded by government has increased, and the requirements of government funding bodies become more formal, funded services have increasingly looked to their Government funding bodies to provide resources for in-service training.

This has been in response to identified problems of lack of formal training, high staff turnovers, and lack of in-service training in the sector, and in response to the increasingly complex demands of funding bodies themselves (particularly in terms of accountability requirements and increasingly technical planning demands) . As demands for, and expectations of, training have increased, funding bodies appear to have increased their direct involvement in sector training in two ways.

Firstly, they have provided training resources in a variety of ways, ranging from direct funding to direct provision. Secondly, as funded programmes have become increasingly formalised, training has become integrated into programme policy, design, and contractual arrangements with funded services.



As already noted, the extent of this involvement by funding bodies in training provision has not been comprehensively analysed previously. Given both the pivotal role of funding bodies, and the current changes in industry training, it is important to know how much is being spent by funding bodies, how the training is being organised and delivered, and what the philosophical base is.

This working paper aims to examine and analyse the role of government funding bodies in the provision of in-service training to funded non-government organisations. Its focus is non-government organisations in the social and community services industry, though much of the discussion has implications for government funded organisations in other fields or industries.

The paper takes as its base a research project, conducted in 1990/91, examining the policies and practices of the NSW Department of Community Services (formerly Family and Community Services). This project was funded by the University of Technology, Sydney, and aimed to examine the manner in which community services training was dealt with by this Department.

This project sought to :

- Examine the role of the Department with regard to training provision, and, as part of this, identify what understanding Departmental Officers had of this role, and whether that role was reflected in policy and programme documents.
- Determine how that role was being carried out, looking at what resources were being applied, what models and methods of training provision were being utilised, and how Departmental Officers saw the adequacy or effectiveness of current provision.
- Discuss what that role should be, under both ideal conditions, and under the constraints and limitations that are likely to exist, and how Departmental Officers saw these factors.

This particular Department was chosen because it is the largest government funding body in NSW. It is responsible for the majority of Programmes which fund community based welfare organisations in this State, and it administered, at the time of the commencement of the project, some 50 separate Programmes, funding some 5,500 services. A large number of smaller Programmes were amalgamated, or were in the process of amalgamation, during the study.

The time and resources being applied to this particular project were limited, and therefore there are a number of areas that the project did not cover. These are worth noting. They include:

- What training was actually being provided with the funds and mechanisms identified.

- . Levels of use made of training provided, or whether it was significant in the training access of individual workers.
- . What training was being provided by Peak agencies.
- . The Regional level of the Department, and what training provision was actually occurring there. The views and perspectives of Regional staff were also outside the parameters of this study.
- . Any evaluation of quality of training provided, usefulness or effectiveness, or cost effectiveness of different mechanisms

The following Programme areas were identified for study:

- . Supported Accommodation Assistance Programme (SAAP)
- . Home and Community Care Programme (HACC)
- . Community Services Grants Programme (CSGP)
- . Children's Services Programme
- . Alternate Care

Due to amalgamations of smaller Programmes, this included all the main funding Programmes of the Department at the time of the study, though it did not necessarily cover all the non-government organisations that the Department funds.

### 1.3 Methodology

Due to the level of resources available, a decision was made to restrict the study to central office level, as most documentation was still held centrally. A base year for examining financial data was chosen (1989/90), rather than attempting to cover a number of years. A document search methodology and interview schedule were developed

The three main areas of information being sought were:

- . Funds allocated and spent on training provision.
- . Written policies, guidelines and contracts.
- . Attitudes, expectations and perceptions of Departmental staff.

An initial visit was made to the Principal Programme Officer of each of the identified Programmes with a view to:

- negotiating a process of obtaining information and conducting interviews.
- obtaining an overview of the structure and history generally, and current training provision models used and associated issues.
- identifying available documents through a checklist developed for that purpose.
- obtaining an introduction to staff and acquainting them with the project.

Data collection then proceeded via the document searches and interviews.

The document search covered the following:

- . Funding - the information sought included budget documents, funding formulas, and contract documents (funding agreements). In addition to these, additional specific tasks were undertaken in relation to:
  - SAAP, for which additional figures were obtained from the Federal Department of Community Services and Health.
  - Alternate Care, for which data about spending on training was extracted manually from service data return forms.
- . Written policies, guidelines, and statements about training provision - located in Programme guidelines, policy statements, discussion and briefing papers, agreements with other parties, funding agreements, publicity information, and Programme service.
- . General Programme information - to provide a context for comments from Departmental officers, information was sought about:
  - the role, function and structure of each Programme
  - a brief history of the Programme's development
  - general data about the total number of services funded, total number of staff employed, wages bills for each service and other funding sources for services
  - the frequency with which information about services is collected, how this is done, storage method, what is collated, and how accessible the information is.

- Perceptions of staff - two senior Departmental administrators from each Programme area were interviewed concerning their thoughts and attitudes on a range of training issues. An interview schedule was prepared and provided to interviewees before they were consulted.

The initial intention was to interview down a line of three levels of management in each unit. However, prior to the commencement of the project, there was a restructuring of the Department which resulted in a much smaller staff component and therefore little "distance" in the comparative degree of knowledge and experience of those interviewed.

When the project was undertaken, one of the primary aims was to trial a methodology with the view to undertaking a national study. The project has been valuable in not only developing a potential framework for such a study, but also in identifying impediments to an effective national study.

Major problems were encountered with the collection of financial data, including:

- A lack of consistency of collection procedures across Programmes
- Unavailability of information due to data not being collected, not being available at a central level, or readily accessible at a Regional level, and data requiring manual collation.

Lack of consistency in what is collected and how it is categorised made analysis and comparison limited. This may be taken as an indication of the lack of any particular focus on training provision at the Departmental level.

As with financial data, there were significant problems encountered with examination of documents such as policies and guidelines, due to:

- The scattered nature of the material
- Poor documentation and a lack of any apparent system that would facilitate this.

The lack of any comprehensive or consistent approach to data collection is likely to be fairly common. There is no reason to believe this to be any different in other Departments at Federal or State level.

In undertaking a national study, it is likely that a data collection process would need to be developed and implemented well in advance of any study, rather than attempting to rely on existing practices.

Another consideration is the nature of obtaining a "Departmental" view, and of obtaining a more personal view of people directly involved.

In this study, two sources were relied on. Firstly, what might be termed the formal or "official" Departmental view gleaned from various documents and individual officers during interviews.

Secondly, very detailed critical comment and insight into the application of various processes and problems encountered was obtained through the interview process. The difficulty for public servants in discussing private views that may be critical of the operation of their employer Department was appreciated, and the frank responses of the Departmental Officers who took part were very important to the quality of information obtained.

Given the intensive nature of this process, it would not be practical to undertake such an approach at the national level. Further, given the quality of information obtained in this study, it seems unnecessary to reproduce a study at the same level of detail. Rather, the range of responses received in this study provides an adequate framework for a survey approach at national level.

Finally, during the process of this study, several points were identified as being required to complete a picture of funding body provision of training.

As noted in the introduction, when the project was undertaken it was thought that the perspectives of non-government organisations have been well documented. What the study has found is that one of the major models of provision is through Peak organisations, about which very little is known or documented.

The study has highlighted the need to also research the access and utilisation by funded services staff and management of the training that is provided.

The literature review of Australian material over the past decade revealed no large scale study has been undertaken into where community service industry staff are obtaining training, nor the level or scope of the use being made of training provided directly by, or resourced through funding bodies.

## 2. COMMUNITY SERVICES INDUSTRY

### 2.1 Workforce

The community services industry has been consistently characterised as having a workforce which is highly segmented, suffering poor working conditions, segregated by gender, and with what O'Connor calls "an increasingly large messy secondary labour market" (O'Connor : 1989).

As the ABS does not clearly distinguish between nonprofit and for profit private organisations, estimating the size of the labour force in nonprofit, community services is extremely difficult. The total labour force in the community services industry nationally, was estimated to be 197,585 (1986 Census), and forward projections using known growth rates now estimate the workforce to number around 240,000 (National Community Services Industry Training Steering Group, 1991).

Labour force statistics also indicate the sustained growth of the industry, with an average annual growth rate of 9.7% being recorded in the "Welfare and Religious Institutions" category over 1981 - 1990. The future projections of growth include an estimated 50% increase in welfare para-professionals by 2001 (NCSITSG, 1991).

The profile of the community services workforce shows :

- . It is a female dominated industry - 81.8%
- . High level of part time work - 38% of workers (compared to national average of 17%)
- . Low unionisation - 20.4% (compared to national average 40.5%)  
(NCSITSG, 1991)

The community services industry as a whole shows a large proportion of workers with little or no prior training or qualification. Some 54% of the workforce have no formal post secondary qualification. Whilst this is slightly lower than the national average for industries in general(59.1%), the nature of most occupations in the industry would classify as skilled and semi-skilled. (NCSITSG, 1991)

In addition :

"Much of the work demands multi-skilling due to workplace flexibility, structure of work, and low level of financial resourcing" (NCSITSG, 1991 : p26)

For workers in the non-government sector specifically, there is not much in the way of clear data on levels of formal qualifications, since it is not possible to disaggregate the sector in ABS statistics. Research covering training experience or needs has tended to look at small sections of the sector, and have tended to show lower levels of formal qualifications than for the total industry. Figures from the Supported Accommodation Assistance Programme (SAAP) in 1988, show that some 75% of organisations as having few or no staff with formal qualifications (Riordan, 1988). Women's refuges indicated some 49% of workers with less than Higher School Certificate completion in 1985 (Noersjirwan, 1985).

The factors that have contributed to this state of affairs have been well documented (VCOSS, 1987). They include :

- . The nature of the "community services industry" - prior to its first formal recognition in 1988 (CYSS Award ruling), its connection with "real" work was very tenuous. Its historical base in the philanthropic tradition, and its connection to the carer role of women in the family setting have tended to undermine the validity of a need for formal skills, enabled a high level of volunteer labour to remain in place, and fostered a workforce polarised in its levels of formal qualification.
- . Its rapid growth and diversification over the last two decades - again, lack of adequate statistical data makes it difficult to enumerate agencies, but labour market statistics show a 10-15% per annum growth from 1980 - 1988 (O'Connor : 1989). Apart from exacerbating the problem of "untrained" workers by sheer weight of numbers, this expansion has also happened far too quickly for any tertiary institution to have kept pace, either in supplying appropriate courses or graduates, or meeting the level of specificity of new knowledge areas.
- . The sector's own ideology - the social movements of the '60s and '70s promoted notions of "self help" which were inherently anti-professional and anti-institutional. The sector, to varying degrees, has rejected, or treated with suspicion, the graduates of the social work tradition, and has been disinclined to give priority to tertiary education qualifications. For very good reasons, many services have chosen to employ on the basis of "empathy" with the client group, and personal "life experience". Some sectors also support strong affirmative action programmes for people normally disadvantaged in the labour market through factors such as race or gender.
- . Wages, conditions and lack of career paths - though wages and conditions have noticeably improved in some areas, they remain poor in others. By and large, the sector's rates of pay and working conditions are not conducive to attracting highly skilled people (except to the very few "top" jobs), nor to retaining them.

## 2.2 Community Services Industry Training

Since the moves to industry restructuring in Australia in the mid 1980s (Kirby: 1985), training has achieved a high profile generally in most industries. The community services industry is no exception to this, and since reports commissioned by the Departments of Employment, Education and Training, and Community Services and Health in 1987 (Barson; Manning, Walker and Howe), there has been an increase in the amount of literature and discussion in the non-government sector.

Prior to 1987, literature dealing specifically with training for the community services industry was scarce. Since 1987, a number of reports and discussion papers have been produced. Most of these have had as their focus industry profile, identification and classification of training needs, and mechanisms for training delivery. Specifically, much of the recent material has been part of the discussion surrounding the development of Industry Training Bodies (ITBs), both at State and National level.

On a less formal level, training has been on the agenda of the community sector in its demands of government since at least the beginning of the 1980's. Initial demands appear to have concentrated on the need for resourcing and training of voluntary management committees (O'Toole : 1981), and progressed to a wider range of training demands over the decade.

With the recent development of training as a major issue, the sector's own concerns appear to be :

- . co-ordination and provision of training.
  - . achieving an adequate supply of training
  - . accreditation and credentialism.
  - . the training agenda.
  - . the balance of generic and specialist areas.
  - . financial resourcing.
- (Cockcroft : 1988)

Earliest documents are fairly clear and direct in their demands that government resource sector training, but more recent discussions tend to skirt around this issue, or point out such pragmatics as the sector's dependence on government funding. (Walker, Manning and Howe : 1987)

The discussions and writings of the late 1980s indicate a location of training issues fairly much within an industrial context - that is, within the context of recognition of the sector as part of an industry, award introduction and restructuring, and issues of employment credentials. These were preceded by discussions which generally linked training, the nature of the labour force, and working conditions within the sector (Garde and Wheeler : 1985; NCOSS : 1986; Davidson : 1988).



The community services industry is, however, a relatively "new" industry. It has only recently been formally acknowledged as an industry (1988 CYSS Award ruling); it has only recently had industrial coverage for the substantial numbers of workers in the non-government sector (ASWWU Award, 1991); it has only recently achieved government support for the development of its own Industry Training Bodies.

Although training for the community services industry has been a long standing concern of the sector, development of co-ordination mechanisms such as Industry Training Bodies at State and Federal levels are, therefore, very recent, paralleling the slow progress of award coverage in the industry.

As at 1991, the National Community Services Industry Training Steering Group (NCSITSG) had completed its work, and prepared its recommendations for a National Industry Training Advisory Board, and State bodies were formally established in a number of States.

The development of ITBs at State and National level represents an important step forward in achieving a more co-ordinated approach to training for the sector.

### 2.3 Access to Training Opportunities

Training provision for the community services industry is not, in itself, new. In addition to award courses (such as Social Work degrees at universities, Welfare Work courses at TAFE colleges), there has been a history of training being provided by peak organisations for member organisations.

There is very little evidence of what training workers are gaining access to, or of how this is being provided. The 1981 SWRC study indicated that some 50.3% of organisations surveyed had no staff receiving training, with only 20.6% of organisations indicating that all staff received training. The source of training was overwhelmingly "in house" - that is, provided by the organisation, or its parent body. Only 15.5% were receiving training provided by another organisation, and only 8.3% were accessing training provided by a government organisation. (Milligan, Hardwick and Graycar, 1984: 156)

This situation is most likely to have changed, with an increased interest in training by government, and the introduction of training initiatives in funded services Programmes since the mid 1980s. It is possible that an increased proportion of training is being provided through direct government provision, and through other organisations (primarily peak bodies). Without specific research, the levels of access and sources of training remain conjecture.

The recent National Community Services Industry Training Steering Group Report examined problems with both formal award course provision, and field (industry) based training. The Report identified (nationally) some 1,220 TAFE or University courses relevant to the Community Services and Health industries. Of those, some 334

(27%) were undergraduate or TAFE level courses for Community Services. A further 82 (6.7%) were courses at this level for child care work.

Despite the apparent availability of formal courses, the NCSITSG report indicated that "few occupations in the Community Services Industry have a comprehensive progression of educational opportunities available for tertiary institutions" and "the newer occupations, such as areas of knowledge for the youth sector and community development are not well developed" (NCSITSG , 1991 : p 46).

In addition, the NCSITSG consultations confirmed earlier studies and industry "common knowledge" that a number of factors are combining to restrict the effectiveness, in meeting the full range of needs, of those courses that do exist. These factors include actual knowledge of what is available, perceived relevance of formal courses, practical issues of access such as time and cost, and attitudinal barriers.

The demand from the industry itself has been for field and industry based training, rather than for tertiary institution based courses. This is partly due to pragmatic reasons, including the problem of sending the current workforce "back to school", and that many of the training "needs" identified are specific to particular funded Programmes.

However, until recently, resistance to encroaching professionalisation has also been a significant factor. With the introduction of an industry focus, and industry based training, there has been an increased interest in accreditation.

The NCSITSG Report also highlights how little is known about field and industry based training. It notes the difficulty in establishing either what is being provided, or the extent of industry and government commitment and contribution to this form.

The report addresses the existence of a wide range of training offered through professional, employer and peak organisations, field based training organisations, specific training networks, private training organisations and consultants. Though the complaint from industry workers is that there is an insufficient supply of such training, it appears that supply may be only part of the problem. Industry based training has been fairly consistently described as "ad hoc, highly job specific and uncertified", "inadequate, unco-ordinated, unrecognised and under-resourced" (Cockcroft, 1988: Introduction and p2), "fragmented, isolated and not equitably distributed" (NCSITSG, 1991 : p47).

Concurrently with rising demands and attention being given to industry based training, there has been response from government. Training is beginning to rate recognition in many funded programmes, and direct budget allocations are being made to training provision. These budget allocations are occurring both through "support" programmes (such as labour market training projects) and through being tied to grants within direct service funding programmes .

Though we do not have more than anecdotal evidence, it is most likely that the overwhelming majority of training undertaken by community service workers outside tertiary institutions, is partially or fully funded by government funding bodies in this way. This has clearly been influenced by broader government policy directions with regard to training and recognition of its labour force implications, sector demand and, it is argued, by the increasing formalisation of funding relationships with the non-government sector.

The answer to the earlier question of "who pays the trainer" would appear to be "the funding bodies".

#### 2.4 Relationships with Funding Bodies

If it is the case that funded services rely on funding bodies for training provision, then the nature of the funding relationship will be of importance to the way in which the responsibility for training is perceived.

At the heart of this matter is the vexed nature of the funding relationship itself. The particular Department under study operates with a combination of two, potentially conflicting, relationship terms :

- a) Contracting out the provision of "public" services to non-government agencies as suppliers of service. On this set of terms (particularly if compared to other such arrangements with the private sector), the contractor (service provider) is an independent body responsible for all its own costs. This set of terms would indeed make management committees responsible on two fronts :
  - i) as contractors, responsible for meeting (as per any agreement) the terms of service provision (including type, amount, and quality).
  - ii) as employers, ensuring that staff were sufficiently trained as to be capable of supplying the service at the required level of expertise.

The problem with this set of relationship terms is that it also implies the payment of full cost of service to the contractor. In contractual arrangements with other private sector suppliers (for example, building companies), this full cost includes infrastructure costs such as administration and staff development, and (usually) a profit margin.

Clearly, one advantage of the non-profit sector is that it does not demand a profit margin. Unfortunately, it has been less than successful in negotiating full cost recovery.

- b) The other set of relationship terms is that of government "contribution" to an independent set of community service organisations. Resembling an oversized version of the charity model, this set of terms also leaves organisations responsible for their own costs, and consequently staff development. However,

it also (theoretically) should leave them free of any contractual style demands from their funding source. That is, they should be free to administer and operate their organisations and services as they see fit.

There has been an increasing formalisation of funding arrangements over the last half decade, and government funding has moved increasingly to a "contract" relationship, with specifications as to service provision. This is certainly evidenced in changes within the funded Programmes administered by the NSW Department of Community Services.

This move towards "contract" relationships has not, however, led to payments based on a notion of "full cost". Rather, when it comes to payment, the Department has certainly maintained within the terms of its "contract" with organisations, the notion of making only a "contribution" to costs. Whilst this buffers the Department against rising costs in the sector (particularly now that award conditions are being implemented), it muddies the water concerning responsibility for training provision considerably.

Under either of the above models of funding relationships, in their pure form, the funded service, as an employer organisation, would bear responsibility for training of its staff.

In practice, the Department appears to be taking substantial responsibility for both resourcing and provision of training, and to be potentially in a position of treating training as another "specified" service. The responsibility for payment of training provision is naturally entangled in questions of responsibility for determining the content of training.

If it is the case that the government is "paying the piper", then to what extent is it also "calling the tune"?

### **3. CURRENT PROVISION**

#### **3.1 Introduction**

The Department being studied is a major resourcer for and provider of training for the organisations it funds. Beyond this very general assertion, not much in the way of the details of that resourcing and provision has previously been assembled in a comprehensive way. Overviews, generally on a Programme basis, have of course been presented in Departmental reports, but at the level of the Department's own Annual Report are reduced to brief summary.

This section deals with the current involvement and provision of training to funded services by the Department. A more detailed analysis of each of the Programmes under consideration is contained in Appendix A. There, each Programme is examined separately, looking briefly at the background to the Programme itself, its service objectives and operational structure, and then at its relationship to training provision.

All five Programmes take some action with regard to training, though the level and nature of this involvement varies widely. An examination of what is currently being provided (the amount being spent, and the mechanisms being employed), and the way in which training is discussed in documentation, give a picture of the role the various Programme areas are taking.

Programme documents also give a picture of the rationale for involvement, through what they state or imply about why the Department is involved in training provision.

In discussing differences between Programmes, the structure and development of the Programme, along with their funding arrangements, is a primary factor. Two of the three Programmes (SAAP and HACC) are jointly funded by Commonwealth and State governments. Both these Programmes are rationalisations of numerous smaller Programmes, and were formed in the mid 1980s. They have substantial involvement by the Commonwealth government.

Community Services Grants Programme is similar in complexity, having undergone much more recent rationalisation of smaller Programmes, but is a State government only funded area. Both Children's Services (involving a mix of services with substantial Commonwealth funds, and State only funded services) and Alternate Care (State only funded) are far simpler Programmes, which have not undergone any major reorganisations as Programmes.

#### **3.2 Expenditure Patterns**

All Programmes are involved in expenditure on training, though this is at a minimum in the Children's Services Programme.

There are difficulties in comparing expenditure on training across Programmes for two reasons :

- . There is no consistent approach to either funding or monitoring expenditure
- . There are components of expenditure areas which are not collated. This includes expenditure at the Regional Office level, and expenditure by services themselves.

**TABLE: 1 EXPENDITURE ON TRAINING**

Programme	No. of Services	Funded Eft Positions	Total Programme Budget	Training Expenditure (\$million)	Training as % of total budget	Training as % of salary budget
SAAP	276	992	49.35	.875 (.270)	1.77 (.54)	3.14 (.97)
HACC	600	*890	40.21	.411	1.02	*1.64
CSGP	800	*543	24.56			
CSP	1560	*103	4.67	*.481	1.38	*2.22
PEAKS	68	*125	5.67			
ALT. CARE	130	423	16.6	.184 (.089)	1.11 (.54)	1.61 (.78)
	3434	*3076	141	1.951 (1.251)	1.38 (.89)	2.27 (1.46)

**NOTES:**

- \* Indicates an estimated figure
- () Figures in brackets are direct training expenditure only, with service provider payouts for direct or associated costs removed

**Programmes:**

- SAAP Supported Accommodation Assistance Programme
- HACC Home and Community Care Programme
- CSGP Community Services Grants Program (amalgam of State programmes)
- CSP: Children's Services Grants Programme
- ALT.CARE Alternate Care

Table 1 shows the programmes under consideration, the numbers of services and approximate numbers of full time staff positions funded by the programme. Estimates, using an averaged salary component and level, are included for programmes where actual numbers are not available. The total amounts allocated to non-government services for the 1989/90 financial year are shown and beside this, approximate amounts allocated or expended on training provision where these were identifiable.

Altogether, these programmes represent some 3,400 non-government services. Overlap with multiple funded agencies, makes the actual numbers of organisations difficult to estimate. They received, in 1989/90, a total of \$141 million in government funding. An estimate of paid staffing numbers would indicate around 3,000 equivalent full time positions being funded, which could mean upwards of 4,500 actual workers given the high proportion of part time staff.

It was only possible to identify actual amounts allocated or spent on training in three of the five programme areas (HACC, SAAP, Alternate Care). The other two programme areas currently resource training through multi purpose Peak or Statewide agencies, and an estimate has been made of the training related component of these.

The amounts show direct training budgets and costs, and, in the case of SAAP and Alternate Care, indirect costs identified by the Department as training related (relief staff costs for attendance at training in the SAAP Programme), and amounts spent by organisations themselves, but not identified in their funding allocations (Alternate Care). A second set of figures for SAAP and Alternate Care (in brackets) give figures for direct training budgets and costs only.

Missing from these figures are amounts spent from Regional Offices' own administrative budgets, and any estimate of direct training provided by Regional Officers, but not funded by the specific Programmes.

From this it is possible to estimate that the Department administers approximately \$1.951 million in identifiable direct or associated training costs. As a percentage of overall programme budgets, this ranges between .54% and 1.77%. As a percentage of known or estimated salary budgets, it ranges between .78% and 3.14%.

If we were to use the Training Guarantee Levy (set at 1% at the time) as a benchmark, then the Department can be seen to be applying funds at this level or above.

It is interesting to compare this with the Federal Department of Community Services and Health (DCSH) estimates of their own expenditure on training within funded programmes. Much of this expenditure would be administered by State Departments, and would form a proportion of the expenditure listed above. The DCSH figures show a range of .15% to .88% of salary budgets, with most programmes falling below .5% (Department of Community Services and Health: 1990).



Given that there is no standard way of estimating training expenditure, it is not possible to claim that the State necessarily makes a greater contribution. In some cases Commonwealth contribution to training costs may not be identifiable at the Federal accounts level.

### 3.3 Models of Provision

The way in which training is actually resourced and provided also varies widely. In looking at models of training provision, we are considering the models used both for co-ordination of delivery, and delivery itself.

#### **Models of Provision**

Training provision can be discussed from a number of perspectives:

- By provider - the body responsible for co-ordination, administration, and delivery of training programmes.
- By resource arrangement - such as direct funding of specific training programmes, or of specific training expenses, by the funding body; payment by the funded service (usually from general government funding); "free" labour as in in-house arrangements.
- By structure of provision - either structured programmes (ranging from award courses to one or two day workshops) or "unstructured" (discussion or network based training, in-house on the job training).
- By the style of resources - commonly, the development of package materials, and the training of trainers have been used.

Looking at the above factors, the most useful approach to a discussion of models would seem to be by combining providers and resource arrangements. The following represent the Department's most common models for training provision :

- Department Central - design and delivery by Central Office of the Department, usually through the engagement of consultants, with Departmental staff involved in the planning and coordination. This model also incorporates consultation or input from the field at the Department's discretion. This mechanism usually has an identified training budget.
- Department Regional - similar as above, but taking place at the Regional level. Departmental staff coordinate training, and occasionally deliver training directly.

organisation undertakes within its funding. Fee for service arrangements and use of membership funds are often part of this mechanism.

- Peaks Training Specific - design and delivery through Peaks specifically funded to run training programmes on an ongoing basis, or to run specific training programmes on a once off basis. The budgets are always identified, and consultants are often used (particularly for presentation).

- Service Provider Organisations - the funding of services for direct and associated training costs to enable them to "purchase" their training direct.

There has been one recent addition to the models listed above, and that is access to the Department's own staff training (youth workers) for non-government agency workers, which is a recently negotiated initiative.

### **Use of Models**

Though no two Programmes use the same model of either payment or provision, and most use a mixture of models, the most common model in 89/90 was direct funding to non-government Peaks or Statewide organisations. Tables 2 and 3 illustrate the models that were used in the year under consideration.

The percentages of total training budgets allocated to each model are skewed somewhat by the inclusion of the SAAP relief staff allocation, and the Alternate Care service providers funding. These represent a large amount, their identification is unique, and other Programmes do fund such training costs direct to organisations, though untied and unidentified. For this reason, a column showing percentage breakdown without SAAP relief staff allocation and Alternate Care service provider funding, is also shown.

The other anomaly is that in this particular year, SAAP had lost its Departmental Training Officer position, and funded Peak agencies to deliver the training programme. This shifted the emphasis dramatically to the model indicated, and away from direct Departmental provision. The more usual balance of these models at a Departmental level would be some 58% to generalist Peak bodies, a further 7% to training specific Peak bodies, 20% to central Department, and 15% to regional Department.

**TABLE 2: % OF TRAINING EXPENDITURE BY MECHANISM FOR DELIVERY**

MECHANISM	SAAP	HACC	CSGP/CSP	ALTCARE	COMBINED PROGRAMME BUDGETS	COMBINED WITHOUT A.C. & SAAP
Department (Central)	-	20.7	-	-	4.4	6.8
Department (Regional)	12.2	18	-	-	9.3	14.5
Peaks (General)	18.6	61.3	100	-	45.9	71.6
Peaks (Training Specific)				48.4	4.6	7.1
Service Providers (funded services)						
- direct costs	-	-	-	51.6	4.8	-
- associated indirect costs	69.2	-	-		31	-
					100.0	100.0

TABLE: 3 COORDINATION AND DELIVERY

MECHANISM	SAAP	HACC	CSGP	CSP	ALTCARE
Department (Central)	*	#	-	-	-
Department (Regional)	#	#	-	-	-
Peaks (General)	See note 1	*	*	*	-
Peaks (Training Specific)	-	-	#	#	#
See Note 2					
Service Providers - direct costs					#
- associated indirect costs	#				

- \* - Primary model
  - # - Secondary model
  - - Never used
1. Model used as a stop gap when central co-ordination not available
  2. All programmes allow for payment of direct or indirect costs. Only SAAP and Alternate Care have identifiable allocations. In both cases, these are substantial: SAAP = 69% of training budget. Alternate Care = 52% of budget.

From Table 3, it is clear to see that each Programme is different, with each having a primary model or combination of models that it has tended to use. The Commonwealth/State joint Programmes (SAAP and HACC) are the only Programmes to use Departmental models. This would go as high as 78% for SAAP in a more usual year. The other three Programmes are totally reliant on funding Peak or Statewide organisations.

### 3.4 Role

Integration of training policy into Programme documents appears to happen at four levels :

- i) Programme objectives and guidelines - The location of training with points of principle or stated objectives for particular Programmes occurs in some Programme guidelines and legal documents (such as legislation, Commonwealth/State Agreements), and in greater detail in review and discussion documents. Of the Programmes researched, all but one had explicit statements about training provision. Children's Services was the exception, but it does embody pre-existing qualifications at a legislative level.
- ii) Funding details - Specification of training as a funded item or category, either as a specific service type, or as a component of individual service provision occurs in Programme guidelines and funding documents. All Programmes allow for this provision, either explicitly, or implicitly.
- iii) Policy and planning documents - Elaboration of the relationship between training objectives and action on the part of the funding body appears primarily in discussion documents, reviews and planning documents, and occurs (to varying degrees of detail) in all Programmes except Children's Services.
- iv) Contract agreements - Stated responsibility of the funded organisation to ensure, or (in some cases) provide, training or trained staff occurs in the service standards, performance indicators, or funding agreements, of all Programmes except Community Services Grants Programme.

There are four roles that are potentially performed by the funding body - resourcer, regulator, coordinator, deliverer. It is clear that the funding body in this instance, fulfils the roles of both resourcer and regulator. All Programmes provide some level of funding to training provision, though CSGP and CSP at this stage make provision in the most general, and least identifiable manner.

Though provision or allowance for training related expenses in funding items indicates a resourcing role, it is a rather passive one. Looking at what is actually provided, and the other documentation, it is clear that three Programmes (HACC, SAAP, Alternate Care) also have conscious and active roles as resourcers. CSGP is moving towards a more active resourcing role, with the development of a "Support and Resources" sub-Programme through which it is intended, training will be funded in the future.

All Programmes, with the exception of CSGP, have some level of regulation requiring service providers to either provide, or ensure access to, training or staff development for staff.

Differences in roles appear when coordination and delivery are examined. Here, SAAP and HACC play conscious and well articulated coordination roles, whilst the other three do not. This correlates with the level of documentation in the area of elaboration of training objectives. The greater the level of discussion and documentation of training in planning and review documents, the greater the coordination role of the funding body is likely to be.

It is worth noting that the only documented obligation to provide for training or staff development is aimed at service providers, rather than the funding body. Many of the funding guidelines and agreements contain clauses that bind the service provider to provide or enable training for staff. Whilst the funding body/ies approve training as a funded item, and show an in principle commitment to resourcing training provision, there is at no point any legal imperative in funding agreements or Programme guidelines on the funding body to do so.

Any suggestion that the funding body become involved in training to the point of planning or providing it only appears in review, discussion and planning documents. It is possible that part of the rationale behind the clauses binding service providers to training provision could well have come from the perceived need by the funding body to ensure that workers in organisations had a right to access training, and to emphasise funding body support for this right.

### 3.5 Rationale

As can be seen from the reports above, all but one Programme pays some attention to training in its policy documents, and expresses some manner of objective/s regarding training. The level of detail varies, but these Programmes are consistent in their rationale for training - that is, quality of service provision, and outcomes for clients.

Apart from very early SAAP training discussion documents, where "the needs of workers" was identified as a rationale, this has been the consistent rationale for all Programmes.

There are three potential rationales for funding body involvement in training provision to funded services :

- i) Rationale attached to the general provision of welfare services, and the need to ensure a highly skilled workforce in this industry. The Department does not espouse this rationale, and there would be clear implications for extended responsibility for training provision should it do so. Departmental staff by and large support a notion that this responsibility lies with other bodies.
- ii) Rationale attached to the duty of the Department as funding body to provide quality in service provision. This rationale, though not as wide sweeping as i) above, does take the Department beyond the bounds of specific Programme issues, and into areas such as training of management committees, training in generic areas such as management or counselling. There are no clear boundaries around the areas that contribute to service quality, so extension beyond Programme specific issues is a natural outcome of an objective of service quality.
- iii) Rationale attached to Departmental Programme outcomes and standards. Whilst this often generates the same training agendas as ii) above, it offers a different motive, and incorporates the specificity of programme information and policies. It enables training in specific philosophical approaches to be justified, and has a tendency to narrow some generic areas to speciality (such as accounting and data collection).

It is the latter rationale that is clearly articulated in the four Programmes that have such rationale documented. The justification for training provision is given in terms of the particular standards and client outcomes of each Programme.

## **4. DISCUSSION OF CURRENT PROVISION**

### **4.1 Introduction**

In relation to current provision, Departmental officers were asked to assess the Department's current provision of training to funded services, and to comment on a range of factors. They were asked to comment on the adequacy of what was currently available, both in quantitative and qualitative terms, and to outline what they saw as being limiting factors.

Officers were also asked to identify what they thought were the main political issues concerning training, both from the point of view of the Department, and from that of funded services. In doing this, respondents were advised they were not being asked to place themselves in the shoes of funded services and 'second guess' what they thought the issues would be for services, but to identify what they perceived from their current position.

What constituted a 'political issue' was not defined. Rather, it was left deliberately loose for the respondent to interpret.

Officers were then asked to comment on their perception of what changes had occurred over time in relation to training, and what the main issues had been.

### **4.2 Adequacy and Limitations of Current Provision**

#### **Adequacy**

Most of those interviewed felt that either current provision was inadequate and/or that there was actually too little information available to them to properly answer the question. On the issue of quantity, most agreed that there was insufficient training being made available, and general adequacy was described as "poor", "pitiful" and "piecemeal".

Specific comments were made about the disadvantage of some geographic areas (rural areas and Western Sydney), the lack of accredited courses (particularly those that would facilitate a career path and broaden staff skills for a range of positions and roles), and the perceived inadequacy of provision by tertiary education institutions.

Departmental officers had much more difficulty assessing the adequacy of training provision in terms of quality. Most commented that they did not have sufficient information to really assess this, due primarily to a lack of adequate monitoring or evaluation mechanisms.



The general consensus was that quality varied, depending on a number of factors, and that there was "room for improvement". There was a common opinion that provision was not consistent across the State, and concern that consideration needed to be given to reviewing what is available, identifying needs more clearly (including those of special need groups), and making provision available in a variety of ways.

It was particularly difficult for Children's Services staff to comment on qualitative issues, as the Programme was mid-way through a review.

Alternate Care staff were particularly reticent to pass judgement on adequacy of provision, due to inadequate available information. They tended to be the most positive about quality issues, however, stating that what was available was appropriate and well received. They expressed some questions about the adequacy in terms of the depth and effectiveness of what was provided.

The main issues from this assessment of adequacy appear to be:

- Concern about the variation and lack of consistency - this applied to both the quality and quantity of training provision by the Department, and was seen to be due to a variety of factors. These included lack of accreditation of trainers, restricted resources, geographic isolation, and different approaches and levels of resources being applied. The latter applied to variations between different Programme areas, and within Programme areas.

Specific concerns about inequality of access to training for particular service types (for example, staff in vacation care and out of school hours care), and population groups (such as Aboriginal people and people of non-English speaking backgrounds).

- Concern about the lack of monitoring and evaluation - the lack of information about training effects or outcomes, due to inadequate evaluation mechanisms, hampered Departmental officers' capacity to comment on the quality of training provision. The lack of accreditation of trainers and courses increased concern about the quality offered. The evaluation mechanisms that were used for some training courses were also seen to be flawed, with the issues of the appropriateness of what was provided, and learning outcomes, frequently being confused with the enjoyment of a course or session.

## **Limitations**

The most common limitation identified in relation to the practicalities of training was the lack of, or limited nature of, human and material resources.

Underlying this was thought to be a lack of structure or system to appropriately channel what resources were available, resulting in a lack of adequate planning and coordination. A further significant concern to many Departmental officers was whether there was a philosophical inclination, will or vision within the Department to enable appropriate structures to be developed.

The following issues were raised as limiting factors:

- i) Restricted resources - All Programme areas recognised limited resources as being the key factor in restricting the quantity of training provided. Some also identified restricted resources as having a detrimental affect on quality, particularly where this meant a lack of staff to both identify and respond to needs. The opinion was expressed by a couple of respondents that a general philosophy pervaded the Department of 'doing things cheap', which ran counter to providing quality (and therefore, effective) training.
- ii) Lack of planning and direction - Concerns were expressed by officers in all Programme areas that the approach to training tended to be piecemeal, and often ad hoc, with no overall strategy or coordination mechanism in place. Most also made comments about the lack of a clear sense of direction in their training programmes, and of the lack of monitoring, accountability and evaluative mechanisms.

The SAAP training programme had the clearest planning and coordination, but even here the same concerns were raised. The concerns of these staff reflected the loss of the SAAP Training Officer position at that time, with comments that this had led to a reactive rather than planned approach to training provision, to a lack of an explicit mechanism for delivery, and an unclear picture of where training was heading (especially regarding how it linked to the State Plan).

- iii) Lack of coordination and consistency - A lack of consistency and coordination across Programmes was also noted by participants, with perceptions that the Commonwealth/State joint Programmes were regarded as "wealthy" by State only funded Programmes.

Officers commented that a lack of coordination, and a failure to liaise sufficiently, meant that resources were not being used to maximum advantage. This included poor advertising or a failure to advertise courses run by the Department, resulting in restricted sharing of skills and information. Similarly, poor co-ordination between Regional Departmental officers was of concern to some.

- iv) Departmental attitude - Officers from every Programme area remarked on an overriding sense of disinterest and lack of commitment to training provision within the Department, particularly from senior management. Whilst tempered by some of the recent reviews and initiatives, this feeling was very strong.

Officers identified a lack of recognition of the importance of training, a general Departmental attitude of giving low priority to training, and lack of encouragement for it to be pursued or developed.

This perceived lack of Departmental commitment to training was also felt by some to 'filter down' to some funded services where employers in turn did not see training as important or a priority.

Not all respondents saw this perceived Departmental attitude as a major impediment to their own Programme's training. For instance, HACC staff felt that, while HACC training as a whole had been a little ad-hoc, money had been available, and real encouragement was seen to be given to the development and implementation of training.

- v) Lack of information - A couple of officers commented on the lack of information about training needs, as there was very little in the way of any skills audit or analysis. This was seen to affect planning effectiveness, with a lack of clarity or forethought as to what training was required, and to whom the training should be targeted.

Training programmes (with some exceptions), were seen to be being delivered with a lack of any measure of pre-service and in-service training or of skills required. One opinion was that courses were frequently determined on the basis of the subject matter or available numbers rather than actual need.

- vi) Delivery mechanisms - A number of problems with actual delivery of training were identified, and included the lack of an established Peak organisation to organise and run courses, a limited number of trainers with relevant skills, and a perceived reliance on Regional staff (such as Community Programme Officers) to provide training. This role was seen as inappropriate for these staff, and outside the skills they are commonly expected to have. They were also considered by other Department staff to be under-resourced.

- vii) Administrative system - The administration of training from within the Department as a bureaucracy was cited as an impediment by a couple of officers, though the only specific comment was that the annual funding model leaves no time for proper evaluation, and further restricts effective planning.

- viii) Nature of the funded services sector - The nature of the community sector itself was recognised as an impediment to training provision. The large and rapid staff turn-over within the sector was seen to make the development of comprehensive, long-term training strategies within Programmes difficult.

In addition to direct limitations on the efficacy of the Department's training provision, a number of officers also again noted the inadequacy of alternatives to Departmental provision - specifically problems with tertiary education institutions such as insufficient places being available, and courses not covering all of the areas needed, or in the depth people wanted or required.

#### 4.3 Political Issues

There was some overlap between what respondents identified as "limitations" and what they identified as "political issues". The most commonly identified political issue was the tension between the Department and funded services concerning funding, distribution and control. However, tensions were also identified within the Department, and between the Department and other training providers.

Many of the responses also centred around what were felt to be pressing but much less discussed issues such as accreditation and career paths.

- i) Cost, and who pays - The cost of training and who would, or should, pay for it was identified as a significant factor. This brought up considerations of the respective roles of Commonwealth and State governments, in joint Commonwealth/State funded Programmes, and the problem of achieving equity with State only funded Programmes.

It also raised the relative responsibilities of the funding bodies and other training providers. There was concern that the existence of University and TAFE fees would put additional pressure on the provision of in-service training, as this is usually free to the participant.

- ii) Control of training provision and content - Resource control was clearly identified as an issue for both the Department and funded services. Resource control is linked to the issues of accountability for the Department, and to service autonomy for funded services.

From the Department's point of view, control of the resource provision was linked to a perceived need for financial accountability and responsibility, and therefore to have a certain level of control over the provision and content of training

This is potentially at odds with the interests of funded services and their preferred levels of autonomy and control. Some comment was made on the role of Programme staff in negotiating between the different interests and perceptions of the Department and community groups. At issue was the feeling of satisfying no-one in the end, and a lack of understanding by either of the parties of the pressures on the other.

- iii) Differences between Programmes - A quite different funding-associated issue identified was differences in the growth of some Programmes. Some had experienced funding increases, whilst others experienced cuts, leading to resentment between different sections within the Department.

Tensions existed particularly between the joint Commonwealth/State funded programmes (SAAP and HACC), which were perceived to have much greater funds available for training, and the other Programmes (particularly those with State only funding).

- iv) Maximising resources - There was a perceived problem with the Department's need to obtain 'value for money', and how this was felt at the ground level. In particular, balancing provision and duplication of services in small population areas sometimes meant combining services. For training provision, rationalisation measures, including restrictions in the use of consultants and emphasis on 'portfolio savings' and 'efficiency measures', were seen as creating resource restrictions.

On the positive side, there was a concern to develop flexibility in the use of resources, and to combine efforts, rather than constantly 're-inventing the wheel'. At a regional level, increasing thought was being given to combining initiatives and resources across Programmes.

- v) Changes in industry training - The establishment of an industrial award for Social and Community Services was perceived to have had major ramifications relating to funding expectations and standards, which had yet to be thought through by either the Department or funded services. The new emphasis on accreditation and articulation of training for career enhancement had some immediate implications for the type of training the Department might provide.

It was thought training, and the type of courses available to staff, would have significant implications for career paths, professional standing and pay claims. There was concern that training was linked with award restructuring, when there was no "culture" within the Department that addressed career paths or award restructuring for staff in funded services.

- vi) Management committee training - There was a perceived need for greater emphasis on providing training for members of management committees. It was believed by some that the Department and management committee members themselves did not necessarily recognise the need for this.

It was felt that available training was not necessarily appropriate or accessible to management committee members. This was especially the case given that most management members are voluntary. In addition to priority in funding usually being given to paid staff, Peak and Regional organisations usually represented workers, and therefore oriented their provision accordingly.

There was also concern that untrained management committees were less likely to recognise the need for training for staff. Compounding this was a lack of incentives for management to attend training themselves or for them to send their staff. Lack of funds for relief staff was seen to be a contributing factor.

- vii) Priorities - The diversity of the sector, and how to establish priorities and provide appropriate training equitably, was seen to be an important issue by many.

In the context of scarce resources, there was also a perceived tendency to run with 'safer', less contentious issues and styles of training, and for competition between service types for resources to occur. The 'status' of any one group was seen to have implications for resource allocation, and affect what is considered to be 'valid' in terms of content.

One respondent claimed that there was an unspoken 'hierarchy of importance', and cited the comparison between counselling and developmental work, claiming that there existed a perception that counselling was more difficult, and therefore, should receive more money.

- viii) The relationship between the Department and tertiary institutions - A number of respondents raised the issue of the responsibility of the tertiary education sector, particularly for generic community services education. The appropriate balance of responsibility between the Department and tertiary institutions was an unresolved area, with widely differing opinions. Most had some hesitation about the capacity of this sector to adequately meet the training needs, though some respondents were quite clear that universities and TAFE should be taking a larger role.

Departmental staff also saw a need for Universities to give recognition to field based courses, as part of establishing accreditation of short courses, and articulation into award courses.

Departmental staff outlined the following additional points as issues they regarded as being important from the community sectors view :

- . The amount of training available (generally thought to be insufficient), and getting more resources and access to what is available.
- . Gaining recognition that training is not a 'fringe benefit' or 'luxury option', but an integral part of service provision.

Generally, most officers saw the issues for funded services as being similar to those identified for the Department - funding, Commonwealth/State relations, and both Departmental and funded services attitudes towards training.

#### 4.4 Changes

The question relating to perceived changes received the most mixed responses, with some conflicting opinions. The most significant change noted was an increased level of awareness of the need for training, and of a recognition of its importance, by all parties.

Despite earlier comments about the general negativity of Departmental attitude, many officers felt that it had improved from past years. Major changes were thought to have occurred regarding the value of training, with a change of status from being seen as unnecessary to being seen as a valid part of Programme administration. Current issues were now seen as focussing not so much on whether there will be any training, but rather who will pay and how it will be delivered.

Even where some of the change in terms of actual provision had been superficial, there was a feeling that there had been a recognition of the need by the Department.

At a broad level the increased recognition and emphasis was thought to relate to the rapid expansion of community-based projects in the last decade which led, in turn, to an increased demand for training.

At the Programme level, the current review and the development of a Departmental policy on training were seen as significant developments for the co-ordination and provision of training.

An improvement in co-ordination was also noted, although it was recognised that provision was still fairly ad-hoc. Positive changes identified included improved resources and expansion of training provision, especially in the last five years. Further, it was thought that there was more training available, and of a higher quality.

Departmental officers also thought that there had been a greater recognition and response within community organisations, especially the larger agencies, for the need for training, particularly concerning training beyond fundamental or basic skills. Prior to this, the emphasis was seen to have been on 'goodwill' and 'commitment' rather than skills. Provision of training by non-government organisations that is professional and high quality was itself seen to be a relatively recent (conceptual and actual) change.

This change was seen to be coming from the community sector itself, partly due to changed attitudes, and partly due to higher government funding levels enabling organisations to purchase training.

There were some opinions that there had been specific changes for the worse, including:

- . An emphasis on 'user pays' rather than training and education being perceived as a right with positive social outcomes.
- . Devaluation of the work of the non-government sector, resulting in a lower profile for training. Associated with this was a false assumption that less training was required as people entering community sector employment have the skills required.
- . A reduced role for government, through large cuts in staffing in the Department, including the removal of the SAAP Training Officer position. This appeared to some to be a move away from provision at a time when greater demands in terms of productivity and accountability were being placed on community services. One implication of the loss of this position cited was a decrease in communication between the Department and funded organisations, which had led to the perception by the community sector that they had suffered a loss of control and input.
- . A scarcity of resources, which had resulted in greater government control over content and amount, resulting in an emphasis on skills-based training without a theoretical or historical context.



## 5. FUTURE PROVISION

### 5.1 Introduction

Having determined what role the Department currently undertakes in training provision, and some of the issues involved in the current situation, the next area of interest is what Departmental officers considered the role of the funding body should be, and how that role should be carried out.

This involves consideration of the levels of responsibility and involvement for the Department, as well as the practical issues of what the objectives of the Department should be, what the content of training might be, and how training should be coordinated and delivered.

Departmental staff were asked to discuss a range of issues related to the way in which they considered training ought to be organised. They were asked specifically to indicate what they thought should constitute the objectives of training, what the training needs of funded services workers were, and to comment on how training could best be coordinated, delivered, and resourced. In addition to outlining their preferred model, they were asked to discuss the responsibility and role they considered the Department should take.

Their responses highlight some of the crucial questions about the role of government funding bodies. At the heart of the issue is how responsibility for resourcing, coordination, provision and regulation should be allocated. The potential players in this scenario are the funding body, the funded services (particularly their management bodies as employers), the Peak agencies, and the tertiary education sector.

There are two sets of tensions that affect the Department's role in training provision. One is the balance of responsibility between the Department as funding body, and the tertiary education sector. This has been discussed briefly in the preceding section, where there were mixed responses to the issue. Only a couple of Departmental officers (notably those working in areas with the closest involvement in tertiary qualifications) saw the tertiary sector as having any responsibility (though some others saw a role for this sector).

A number of officers commented on the need to differentiate between "education" (described also as "professional development" or "vocational"), and "training" (described as "service implementation" or "programme specific" training), in an attempt to delineate where the responsibilities of the tertiary sector may begin.

The second set of tensions is between the funding body and funded services. There are a range of balances of responsibility that a funding body could choose to adopt, along with a range of roles. These in turn, encroach on the autonomy or control of funded

services to a greater or lesser degree. The notion of "who is responsible" here is complicated by the issue of control, and in particular, the autonomy of the funded services.

The tension between these two parties is highlighted in the issue of control over the content - that is who sets the agenda. It is not known whether the two parties actually have conflicting sets of interests in content, and therefore whether the agendas would be substantially different, or whether the issue is primarily one of establishing the acceptable balance of power, and ensuring ongoing appropriateness of training.

From Departmental officers' responses, it is clear that the latter is of greater concern.

## 5.2 Responsibility and Control

Most Departmental staff agreed that the Department had responsibility to resource and provide training. There were differing bases for this viewpoint, however. Some expressed it as an almost moral responsibility - seen as non-government agencies providing a service on behalf of government, and therefore deserving to be adequately resourced. Others expressed it as a purely pragmatic responsibility - that the community sector is unable to pay. This was the case with officers who expressed a belief that "management" of the organisations were in fact the bodies who should be responsible. The third basis was that of standards and accountability - fairly clearly expressed that since funding bodies required a certain set of standards and programme outcomes, they needed to provide training to ensure those outcomes.

In terms of responsibility for paying for training, the two main comments were that:

- (i) The funding body was providing the services, and therefore should pay for the training

and

- (ii) Given that most services' primary or sole funding source was the Department, it was meaningless to talk of services or management committees paying. The issue therefore centred around how this ought to occur.

Though the latter remained unquestioned, the first statement was subject to much discussion. Some officers were uncertain, questioning whether the ultimate responsibility should lie with the Department in general, or with the funding Programme specifically (particularly where this also brought into question the responsibility of the Commonwealth government), or, indeed, partly with the tertiary education sector.

One view put strongly was that much of training should be paid for from the education budget, with community service Departments paying for specific 'on the job' requirements.

This is similar to the attitude of the Federal Department of Community Services and Health (DCSH), which makes a distinction between "responsibility" and "payment". This Department holds the Federal Department of Employment, Education and Training responsible "in the Commonwealth sphere for education and training". DCSH denies that it is responsible "per se" for community sector training, but acknowledges that it does provide funding "for elements of training within its programs" (DCSH : 1990; p1).

Some made comments that the attitude of the Department as a whole would vary according to whether it was acting in the role of 'employer' or 'funding body'. A number of people compared the responsibility of training provision as being similar to that of an employing body.

Ultimately, however, it was thought that training should be provided by those who "wanted the services there" (meaning, interestingly enough, the funding body/ies), and that Programme areas should pay for training related to achieving outcomes for clients.

In discussing who should control training provision, it was acknowledged that whoever had the money ultimately controlled what occurred, and to this extent, funded services were limited (although not powerless). Most Departmental officers felt that, since it was Departmental (or at least, public) funds that were being used, that the Department had both a right and a responsibility to be involved in determining content and provision. Part of that responsibility was seen to be accountability for public monies, but the other part was responsibility for ensuring appropriate outcomes of training provision (quality, access, equity).

Departmental officers presented a range of options for control of training provision, all involving both parties, but with varying levels of control by the funding body. In some cases, these proposals simply continued current practice. In the majority of proposed arrangements from other Programme areas, Departmental control was extended to a greater or lesser degree. Currently, SAAP is the only Programme with substantial Departmental input into content.

In the SAAP Programme, with the exception of funding Regional networks, the Department has always set topic and issue areas in the training budget submission. This has usually been carried out with some level of consultation with the funded services themselves, through the advisory committee structure of the Ministerial Advisory Committee, and the other State and Regional networks. In accordance with the principles of the Commonwealth/State nature of the Programme, Commonwealth officers have also from time to time had input into the content and structure of training programmes and budgets.

In Alternate Care, where monitoring of training provision, without intervention, is much more viable due to the model of provision used (see Appendix A), staff presented conflicting opinions as to the level of direction or agenda setting that the funding body should assume.

On one hand, an opinion was expressed that training needed to be more comprehensive, that there was an increased need for the role of the funding agency to take more initiative, with the training body, to identify needs. It was felt that funding of training was being carried out in "too laissez faire" a manner, lacking a systematic approach or sufficient co-ordination. On the other hand, a philosophical objection was expressed to directing what funded services should do as regards training, based on the principle that Departmental officers are not in the best position to know needs.

In the Department's provision of training to date, the greater proportion of training has occurred with little intervention, and clearly the concern for greater monitoring, planning and coordination in most Programme areas is a response against this.

### 5.3 Roles and Functions

All Departmental officers identified a relationship of cooperation and negotiation between all players as being the ideal balance of power. They identified a role for funded services, funding bodies (State and Commonwealth), Peaks and training and tertiary institutions, although the input of each may vary, depending on the issue, level of activity or function.

It was generally agreed that funded services should have a strong influence on the planning of training, on issues of content, and that there should be some mechanism for input by them into standards development and trainer selection.

It was considered important that content be negotiated with the involvement of the Department, services, Peaks and educational institutions, with one suggestion of the inclusion of a community forum.

The exact nature of the roles and functions of each player varied across respondents slightly. Some gave more weight to funded services, and thought that they should control the content of what is delivered, but within the context of strict Departmental guidelines. This role of regulator was seen to be primarily to ensure quality (that is, at accreditation level), consistency and accessibility to specific-need groups, such as people of non-English speaking background.

However, it was also seen as important that training needs be linked with Programme objectives, and not be just a matter of what "people identified and wanted themselves". It was thought that all provision, irrespective of the level at which it is developed, should incorporate the philosophy that under-pins the practice.

Some, therefore, gave more weight to the funding body. One view put was that the funding body should, in consultation with Peaks and training institutions, co-ordinate, control and be responsible for the design and accreditation of appropriate courses.

There was also a concern (particularly by SAAP and HACC staff) that the Department should not attempt to control the process of training provision through direct delivery. Partly, there was concern that the Department was not equipped to deliver training, that it was not necessarily appropriate, and nor was it efficient. A number of officers seemed to consider that the best method of balancing funded services' autonomy with 'value for money' and accountability, was through issuing guidelines or developing lists of Departmentally approved (or negotiated) trainers.

The comment was also made that, at present, there are a large number of players involved to different extents in the training process. There was some question as to whether this muddled the works and whether all should continue some form of involvement, and if so, their appropriate role.

In general, there seemed to be agreement about the following allocation of roles and functions:

- . All 'players' should be involved in negotiating and identifying issues and provision, including the Commonwealth and State Departments and funded services.
- . The State Department was perceived as having a monitoring role to ensure quality and minimum standards in line with Programme objectives.
- . The role of Peak organisations was to represent the needs of their constituent members and identify issues and areas for training.

The main dissenting view gave more power over content development to community organisations, and more monitoring and control of quality to them.

#### 5.4 Objectives

Of the five Programme areas, only SAAP staff indicated that they considered that identifiable training objectives existed in both broad form (SAAP Agreement), and in specific form (in a range of other policy papers, including State Plans, and individual projects). They appeared satisfied that the objectives were clear, and that there was a sense of commitment within the Programme policies to training provision.

HACC staff noted that training received some attention within the Programme guidelines and policies, but seemed less sure that there were clear training objectives.

The other Programme areas all agreed that they had no current clear training objectives, beyond very broad statements of general principle. Both CSGP and Childrens Services Programme expected that these would be developed as a result of current reviews.

With regard to training objectives, Departmental officers were agreed that there should be clear statements, with most favouring a formal broad statement of objective or principle, which gave recognition to training as part of service provision. Most identified a need for this broad objective to be supported by more specific objectives (for example cultural appropriateness, city and rural needs, different models), and by specific principles and guidelines and strategies. In some cases, it was felt that there was a need to establish the Programme principles, and then training objectives if appropriate.

Other comments were concerned with ensuring quality of training (seen as a problem of currently operating at the "lowest common denominator"), and with the need to state a clear rationale for the importance of training. One officer expressed an opinion that the current rationale, as expressed in the Programme guidelines, was too narrow, and that it should also be related to staff turnover, service quality and industrial efficiency. It was claimed that broadening training objectives, however, may be difficult for the Department as it would lead to committing the Department to resourcing training on a much broader scale.

A range of principles were canvassed, including:

- . That training objectives should reflect Programme objectives
- . That training be provided for management and staff of services.
- . That training should reflect the needs of different groups.
- . That services should be ensured access to high quality training.
- . That ongoing needs assessment for training should occur, with input from both service providers and consumers (though this was acknowledged as difficult due to the broad range of people and training needs).
- . That training should address specific skill needs (such as budget skills for management, the role of management as employer, provision of quality child care, financial management).
- . That there should be access to specialist training for client servicing to ensure that service providers (including volunteers) are aware of the needs of the target group, of the Programme objectives, and how to implement them.

Departmental officers were also keen to resolve the lack of clarity regarding the roles of Regional staff (for example Children's Services Advisers), and Peak organisations in training. It was also considered necessary to resolve the role of the Department, and to develop mechanisms that link training activity to Programme planning and policy, such as State Plans.

### 5.5 Training Content

Departmental officers were asked to nominate the areas they considered to be priority training needs for funded services. Irrespective of their level of involvement in training provision, officers generally had an opinion on what they consider to be priority areas, or topics for training.

Departmental officers nominated a wide range of topic and issue areas. They also distinguished between training needs of new and experienced staff, and between the needs of staff and management. Staff and management were generally seen to need the same topic areas, but with different focus and depth.

The training areas that were nominated have been classified into seven broad categories:

- . Management skills - includes administration, management responsibilities, staffing, coordination, planning and evaluation. This area rated most mentions in all Programme areas, with over half the topics mentioned by CSGP and Children's Services staff falling into this area.
- . Broad programme - issues related to the running of the Programme, such as user rights, cultural awareness. This area rated particularly highly for CSGP, and quite well for all the others except Alternate Care.
- . Client care - direct client skills such as casework, assessment. Though not rating as much mention as the two previous areas, this area was important to HACC SAAP and Alternate Care.
- . Direct Programme - specific about the individual Programme, such as Programme philosophy, objectives and guidelines. These were described by SAAP staff as being central to the successful implementation of a Programme, as they involve not merely a 'mechanical' process of administrative changes, but require changes in thinking by service providers. SAAP, HACC and Alternate Care staff made mention at various points of the need to train service providers on the implementation of Programme guidelines and objectives.

This area did not rate a mention with the other two Programme areas.

Funding body requirements - specifics of the accountability requirements such as data collection, financial reporting, service reporting. This rated most mentions with HACC, though SAAP and Children's Services Programme also made some mention of this area.

These areas are listed in descending order of the number of mentions they received, though each Programme area tended to have different emphases, though very little can be concluded about those differences as no distinct patterns emerge.

The list does indicate the breadth of training areas that Departmental staff consider a priority, and the level to which these involve "non-Programme" based areas such as management skills for staff, and general management committee training.

Comparing this list with training needs identified by funded services themselves (NCSITSG, 1991; Barnett, 1988), there would appear to be more similarities than differences. This indicates a tendency for funding bodies and funded services to reflect each others concerns, though further study would be needed to identify just how interactive this process is.

## 5.6 Models for Coordination and Delivery

Each Programme area had developed its own set of models for coordinating and delivering training, and most were generally proposing some expansion on their existing models. It is clear that there has not been any formal evaluation of any of these models, and this prompted a suggestion that an appropriate framework needed to be developed from which to make informed decisions about the appropriateness of various models.

By this means, it was felt that both the bureaucracy and consumers would have a clearer framework in which to operate.

The entire issue of coordination and delivery was identified as being underpinned by a concern for appropriateness, access (particularly for rural areas), and quality. Efficient use of resources was also seen as important, particularly the co-ordination of effort so that resources were not wasted.

### **Coordination**

Much of the thinking concerning coordination of provision was based on different geographic levels of operation. With the exception of Alternate Care, most Programmes identified functions and roles at different geographic levels - State, Regional and local. The joint Commonwealth/State Programmes included the National level. This by and large reflected their current ways of operating.



The coordination of delivery across a tiered system, based on a regulatory role for the funding body, was considered to provide for consistency, to facilitate networking, and to facilitate the recognition of an integrated Programme with common objectives across services.

Responsibility for coordination of provision was considered at these levels, with general agreement to the following:

1. National (for Programmes receiving Commonwealth funding) - would have responsibility for setting broad standards and objectives, and the development of materials to ensure consistency.
2. State - would have responsibility for generic issues that are encountered by a range of services, and to ensure quality, and develop resources to feed into regional and local levels. State level would also incorporate the functions under 1. above for State only funded Programmes.
3. Regional and local - at the local level, staff and service-specific needs could be nominated. At the regional level, more standardised issues should be addressed.

In terms of consultative mechanisms, it was suggested that the Department could liaise, at State wide level, with relevant organisations and representatives to identify issues. In terms of identifying training needs and curriculum development, general standards and 'core' issues could be centrally developed and accredited.

At the regional level, regional committees could consult in conjunction with management, staff, consumers of services and local government representatives. The latter was considered important in that these representatives often brought broader perspectives to issues. Sub- regional and regional groupings would have a role in identifying needs and delivery that would be 'fed back' to the state level.

Interestingly, the only Departmental officer to suggest a model that was not based on separate Programmes was an officer outside of individual Programmes, operating at the level of coordination across Programmes. This officer suggested that coordination should be carried out by a well-resourced central Departmental training unit, that also made use of regional offices. Its role would be to organise and co-ordinate provision and services across regions, academic institutions, and services. This was seen to meet government responsibility for providing training and have the advantage of encouraging consistency across programmes, diminishing parochialism and providing services with an overview whilst addressing government issues.

Irrespective of who provides it, the main concern identified was that training be of a high standard and quality. A mechanism for feed-back and evaluation by both funding bodies and training recipients was therefore considered essential.

## **Mechanisms**

A number of different mechanisms for delivery were canvassed, with most Departmental staff favouring a flexible approach, using a variety of approaches to meet the range of target groups and different needs:

Training packages: One suggestion was that there be sets of accredited training packages and an agreed list of trainers. It would then be up to services to select from this range.

Based on past experience and concern about the Department's ability to provide 'quality', it was suggested that it might be better for the Department to buy training packages rather than to directly produce them.

On the other hand, there were arguments that it might be appropriate for the Department to develop packages around issues it identified as appropriate, or those identified through consultation. Regions could then deliver or tailor them as they wished.

Trainers: Both HACC and SAAP officers suggested the development of lists of accredited trainers, particularly in conjunction with training packages being available.

Some officers were not in favour of the Department actually resourcing the training of specialist trainers, as sometimes the skills were simply not adequate for the task, and such people frequently 'move on', and the skills are lost.

Departmental Training Officers: SAAP is the only Programme that had actually experienced having a Departmental staff person coordinating training. SAAP staff remain in favour of such positions, but not necessarily as providers of the actual training. The notion of having someone in a funded programme being responsible for development and/or delivery also found favour amongst HACC staff.

Peak Organisations and Community Training: There was general support for the funding of non-government organisations to provide training, with this being the preferred model for Alternate Care.

Consultants: In general, there was not support for generalist consultants providing training. Rather, people with specific expertise were preferred. Generalist consultants were seen as useful in developing some training packages.

Tertiary and Training Institutions: There was some criticism of the inflexibility, and inappropriateness, of the tertiary education system, though some believed it should take a more active role. One suggestion was made that institutions could provide more in-service training, with the Department purchasing the courses.

Networks: Greater decentralised provision through the use of audio-visual materials was suggested, but was tempered by concern at the loss of contact and networking that staff get when they attend more centralised functions. This was a significant issue in that contact with staff from other services in itself was perceived by some as being just as important as the content of what was provided.

SAAP staff were interested in seeing their Regional networks strengthened and expanded, but resourced centrally, either through the Department or a training organisation.

The emphasis on regional networks as opposed to a service-by-service approach was also seen to avoid duplication, develop consistency and standards, and facilitate regional interaction.

A small number of officers addressed the issue of exactly how community based in-service provision might operate. Given that most officers had agreed that direct delivery by the Department was not the most appropriate mechanism, the options then are contracted consultants (on a project by project basis) funding generalist Peak organisations, or funding training specific community based organisations.

There was some discussion of the last option, with some suggesting that the ideal here was a community-based training centre that could go offer a range of courses. Such courses would need to be of high quality, accredited, developed centrally (though adopted locally) so as to be consistent across the State in terms of ideas and values, and recognised as counting towards degree courses.

Provision by community-based organisations was favoured over tertiary institutions as the latter were considered more 'generalist', and not as useful in terms of 'day to day' issues. Whilst the latter assisted career paths, community-based training was perceived as more flexible and capable of covering a greater range of areas and drawing on a greater range of skills. It was also seen to be capable of responding to both funding body directions and members needs

It was also considered by some to be easier to monitor and control quality in community-based bodies.

There was some discussion of whether such a model should involve a single organisation providing training across the State in a range of locations, or multiple agencies, and whether funded services should retain the capacity to purchase training elsewhere.

Whilst Alternate Care staff outlined a single organisation as an "ideal", they felt that in reality, whilst this might be clinically efficient, it would not be not desirable as it could lead to a limitation of services. There was concern expressed that if all funds went to one agency, this had the potential to stifle innovation.

Instead, the current situation, whereby there is a main training peak, with additional provision purchased by services themselves was the preferred model for Alternate Care. In particular, it was noted that this offered a range of facilities, practices and principles which could cater to the range of clients in the community.

## Structure

Departmental officers also gave consideration to the overall structure of training, and in particular, to the relationship between in-service and more formal course structures. One Departmental officer listed accessibility, familiarity as a model, and use of experiential learning as advantages of in-service training.

On the other hand, the issues of award implementation and industrial skilling had sensitised most Departmental officers to the need to link training with accredited courses. There was a recognised need for a mix of tertiary, TAFE, outreach and in-service training.

A structure of training was identified involving:

1. Formal award courses (degrees/diplomas) from universities and TAFE's. It was seen to be important that these not become pre-requisites for employment, that the courses be flexible and capable of taking on people when they enter the field, and that they reflect the diversity of practice.

The main problems encountered at present were an insufficient number of places and gaps in some of the areas required.

2. Regular accredited or certified training courses of short duration, such as 10 weeks. These suggestions included local short-term intensive professional development courses, which could count towards TAFE or University certification.

These were envisaged as being organised and run by local organisations. For these courses, there should ideally be a range of trained trainers available within a region rather than having a 'handful' of centralised trainers.

3. Programme - or issue - specific training. In terms of delivery of such courses, it was thought there were roles for tertiary institutions and Peaks in consultation with services.

## Concerns

In considering their 'ideal model', Departmental officers again outlined their concerns about current provision.

Common themes which emerged included:

- . Concern about lack of planning, co-ordination and communication, which led to duplication and wasted resources.
- . The importance of cross Programme training, not only to avoid duplication, but to avoid insularity and parochialism.
- . The concern that whatever and however material is provided, it is of a high quality and standard.
- . The need for a 'layered' approach, including national, state, regional and local initiatives.
- . The need for involvement of all parties in negotiating clear frameworks, goals and processes.

Some of the differences which emerged concerned:

- . Attitudes towards the relative flexibility of academic institutions versus community-based bodies.
- . Whether a central training body was most appropriate. While this was frequently (most) favoured, there were reservations expressed.
- . The balance of input by the Department and funded services.

## 6. CONCLUSIONS

### 6.1 Paying the Piper

This research report probably raises more questions than it answers. The examination of the Department's current operation shows the following :

- . That the Department is providing levels of training resources at least the level of the current Training Guarantee Levy (1%). This is a conservative estimate, as indirect payments through funded services themselves would add substantially to the actual amounts being applied.
- . That there is, in general, a recognition of training as a requisite of quality service provision in programme policies, and an attempt to provide training, or training resources in practice at Programme level.
- . That Departmental Programme staff at Central Office level have a detailed awareness of training as an issue, and clear commitments to training provision. They by and large believe that the Department has a responsibility to provide training to funded services (though the specifics of the rationale differ).
- . That these Departmental officers experience current training provision attempts as being hampered by lack of coordination and planning, restricted resources, and by a lack of overt commitment by the Department, as such, to the notion of training provision.
- . That there is no singular or consistent approach to training provision, with almost every identifiable model having been used at one time or other, but no assessment having been made (other than at the informal level of programme administration) of the effectiveness of any of these.
- . That there is very little data collected pertaining to training, and what is collected is not co-ordinated nor consistent across Programmes.

What we also do know is that somewhere between 3,000 - 4,500 workers are employed from the funds provided to funded services. Whilst there is no comprehensive information concerning their skills levels, prior research and ABS statistics would indicate that there are low levels of tertiary education and prior training. Given other information about the nature of the community services industry (particularly working conditions), and the lack of prior training options, this seems almost certain.

Certainly, the Department has experienced demand for training provision, and Programme staff acknowledge that a need exists. What we do not know is in what fashion supply is meeting demand, and with what effectiveness. At this stage, it is not known what training is being provided (other than those specific programmes that the

Department maintains records of), who is providing it, who is using it, nor whether it is meeting needs.

Observation in the field indicates that there is training being provided by Peak bodies and other community based agencies, but not very much is known about the participants. For instance, it is not known whether the distribution of training is ensuring that a small group is being well serviced, while the majority has little usage, or whether it is more evenly spread.

This report identifies a number of areas where lack of coordination, limited resources, and a general lack of cohesion undermines the potential effectiveness of training provision resourced by the Department.

Since the Department is currently paying the piper, it has the responsibility to ensure that the training dollar is used to maximum advantage.

## 6.2 Calling the Tune

At the informal level of Departmental officers' opinions, the issue of responsibility canvasses the following opposing viewpoints:

- a) That the Department is responsible for the quality of service, and therefore should provide the resources for services to train staff adequately. If it wants particular outcomes, it should pay for the necessary training.

and

- b) That it is an employer's responsibility to employ skilled staff, and/or provide training to ensure those skills.

The resolution to these opposing points is currently the pragmatic path which recognises that, because these services have very little in the way of other sources of income, the Department must provide training resources, or there will be little or no training provided.

More importantly, in these times of Programme based funding, there will be no training in the areas which funding bodies believe ensure quality of service for particular Programmes.

The research clearly identifies the Department's vested interests in both ensuring training provision, and in having substantial input to the agenda.

There are two dilemmas for the Department reflected in the discussion by Departmental officers:

- i) How far to become involved, and at what point the funding body responsibility meets the responsibilities of employer or industry.

This was most often expressed in debates about "education" versus "training", or training for "vocational" aims, rather than "service implementation" (the former being seen as an employer or industry responsibility). This marks a continuum of how involved the Department might become in training, and raises the question of where along that line the Department might begin to usurp the traditional role of employer or industry.

What pushes the Department into the "vocational" area is the lack of appropriate access elsewhere, and the range of skills that ultimately affects outcomes (for example, management of community organisations). There is also a very large range of Programme specific requirements (such as client service philosophy, implementation of Programme guidelines, data and reporting, specific client skills) that cannot be easily provided elsewhere.

- ii) How much to "call the tune", and set the training agenda.

The need to have input and a level of control is driven partly by the Department's own requirements for accountability, and partly by issues of effective service provision. The expectations of government officers have, in one sense, changed little since Graycar's study nearly a decade ago. Graycar found "accountability, cost effectiveness and/or efficiency in service management, quality services, and evaluation" to be the key expectations held of funded services (Graycar, 1982: 32).

What does appear to have changed is the nature of those expectations, particularly at the State level. In 1982, Graycar described a "lack of programme accountability", citing a lack of clearly specified programme goals, lack of overview of service needs, and no evaluative procedures or mechanisms (Graycar, 1982: 53). Whereas this may still be true of current training provision, there has been an intensification of accountability over the past decade in general Programme administration, with these elements now becoming driving forces in relations with funded services.

Government approaches to effective service provision also provide an impetus to "call the tune". Departmental officers in this study considered that it was the responsibility of the funding body to ensure service quality, implementation of philosophies and guidelines, and priority areas of training, related to the objectives of each funding Programme.



The current government focus on equity and targeting of service provision is reflected in these Departmental officers' concerns to ensure consistency, access and equity in training provision.

Despite the pressures on the funding body to control training provision, this study shows surprisingly little intervention by the Department in training design, content and delivery. With SAAP as an exception, the majority of training dollars are spent without any direct input from the funding body.

Though this may be the present case, however, the strong opinions of Departmental officers on how training ought to be organised, and their concerns about the lack of coordination, monitoring and evaluation would indicate that the future direction is toward a more planned and regulated training provision, with greater funding body input in most Programme areas. For the Departmental officers interviewed, this future still retained an equal role for funded services.

The extent to which the funding body might "call the tune" will be balanced by pressure from the community sector for its own autonomy, and the acknowledgment by Departmental officers of the community sector's expertise and right to a level of autonomy.

### 6.3 Coordination and Regulation

As noted above, the Department has two primary objectives with regard to training provision:

- i) To ensure supply, currently through a combination of its roles as a resourcer and coordinator.
- ii) To ensure certain outcomes of training, including its effectiveness, appropriateness, and equitable access, through its role as a regulator.

From the perspectives of most of the Departmental officers interviewed, the achievement of these objectives involves a greater role in both coordination and regulation of training provision than is currently played. With the exception of some dissenting voices, there is no acceptance of a "no strings attached", or contribution approach to resourcing training.

If the Department is to take on the roles of coordination and regulation, in addition to resourcing training provision, then the following areas require some resolution:

- Inter-Programme coordination - There is clearly a need for a training policy and strategy at the "cross Programme" level of the Department. This had been recognised by the Department, and work on a training policy had begun in 1991. This needs to address both the provision of training that is common to various Programmes, and the issues of different levels of resourcing and policies concerning training.

The major differences between Programmes appear to be created by:

- The effect of Federal government involvement, which appears to increase resources and lead to a more active coordination and regulation role.

- The location of Programmes within the Departmental structure. It is interesting to note that Alternate Care, working outside the line management structure of the other Programmes, has developed a stronger non-interventionist policy.

- Models - An assessment and evaluation of the various training provision models is needed. This needs to include an assessment of the appropriate balance of central planning and funding to services, and an analysis of the use of training specific Peaks and "user pays" systems.

- Tertiary institutions - Strategies for developing more effective use of these organisations are required. The Victorian example shows that TAFE can become a much more flexible agency, and similar projects are now underway in NSW. As the industry training bodies develop, it should also become possible to develop a better distinction between "programme specific" and "vocational" training. At the moment, it appears that the Department is shouldering the weight of many areas that are basically generic community services skills.

- Impact and effect - There is a need for some forms of monitoring and evaluation that will inform the Department of how effective training it resources is. This is particularly the case for the assessment of the relative merits of different training models. Again, recent moves at the industry level towards competency based training and more portable accreditation systems may assist the Department in quality control at one level.

It is also important to question the assumption that it is necessary for the Department to take up increased coordination and regulation roles to accomplish its own objectives. There are a number of issues with regard to the primary funding body concerns of cost, supply, access and quality that need to be carefully explored.

Cost - The Department retains a notion of only "contributing" to the costs of funded services, even though its specification of services to be provided is far more in line with purchase of service contracting. It is generally thought that paying for infrastructure would be more expensive than the current contribution approach. However, the real expenditure on, and costs of training have never been truly estimated, so we have no real idea what they might be. Logic tells us that whatever staff development is now happening is probably already being paid for by funding bodies. The estimate that this study makes of expenditure sets the minimum for this funding body at close to \$2 million per year. This is equivalent to about \$500 for each worker per year.

It is possible that a more extensive estimation of both current funding for training and staff development and costs, and a rationalisation of current expenditure, would enable a direct payment to funded services that met those costs without increasing the current level of expenditure.

Ensuring supply - The Department is responsible for also supporting the infrastructure of training provision through Peak bodies. If all training resources went direct to funded services, there is no way of ensuring that it would be spent on training, or that that expenditure would support training providers.

Models like the Alternate Care use a combination, where a basic infrastructure is funded to the Peak, but extension of that occurs through "user pays" (funded by the funding body direct to services). Any model developed would need to ensure adequate supply and delivery of training.

Ensuring that funded services create access, and that workers attend training - This begs the question as to whether this is the funding body's business, or an industry issue. This study has indicated ways in which this can be regulated by funding bodies through Funding Agreements or earmarking of funding.

Ensuring quality, consistency and access - Critics of purchase of service contracting describe a clash between government imperatives of "access and equity" in times of scarce resources, and community sector ideals of "responsiveness" (Lipsky and Smith, 1990). The role of the funding body in coordination and regulation to meet this objective needs to be debated in the context of these debates concerning equity and responsiveness.

There are also two possible approaches to achieving these objectives. Some of the Departmental officers interviewed suggested the Department needed to be directly involved in planning and coordinating training

programmes, with a two or three tiered consultation process. Others suggested that these objectives could be as well met by a form of regulation, such as the establishing of guidelines for training providers.

Missing from most of this discussion was any reference to the potential role of the (then) proposed NSW Community Services Industry Training Body. The role of "the industry" was raised by staff in talking about the role of the education sector, but the specific role that such an industry training body might have was not developed. Now that this ITB is operating, there is room for funding bodies to consider their coordinating and regulating roles in the context of the role to be played by the ITB.

Through the ITB, the 'industry' controls development by way of negotiation between the different parties and training providers. As part of this process, the role of employers and institutions are identified, supply coordinated, and quality and access pursued.

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## APPENDIX A

### Overview of the NSW Department of Community Services

The structure of the Department at the time of the interviews with Departmental staff is illustrated in the following diagrams. Of the five programme areas being investigated, four were being administered through Units within the Funded Services Branch :

- . Community Care Unit - Home and Community Care Programme
- . Supported Accommodation Care Unit - Supported Accommodation Assistance Programme
- . Family/Community Resources Unit
  - Community Services Grants Programme
  - Children's Services Programme

The fifth programme - Alternate Care - was administered by a unit outside this structure, which reported to a separate committee.

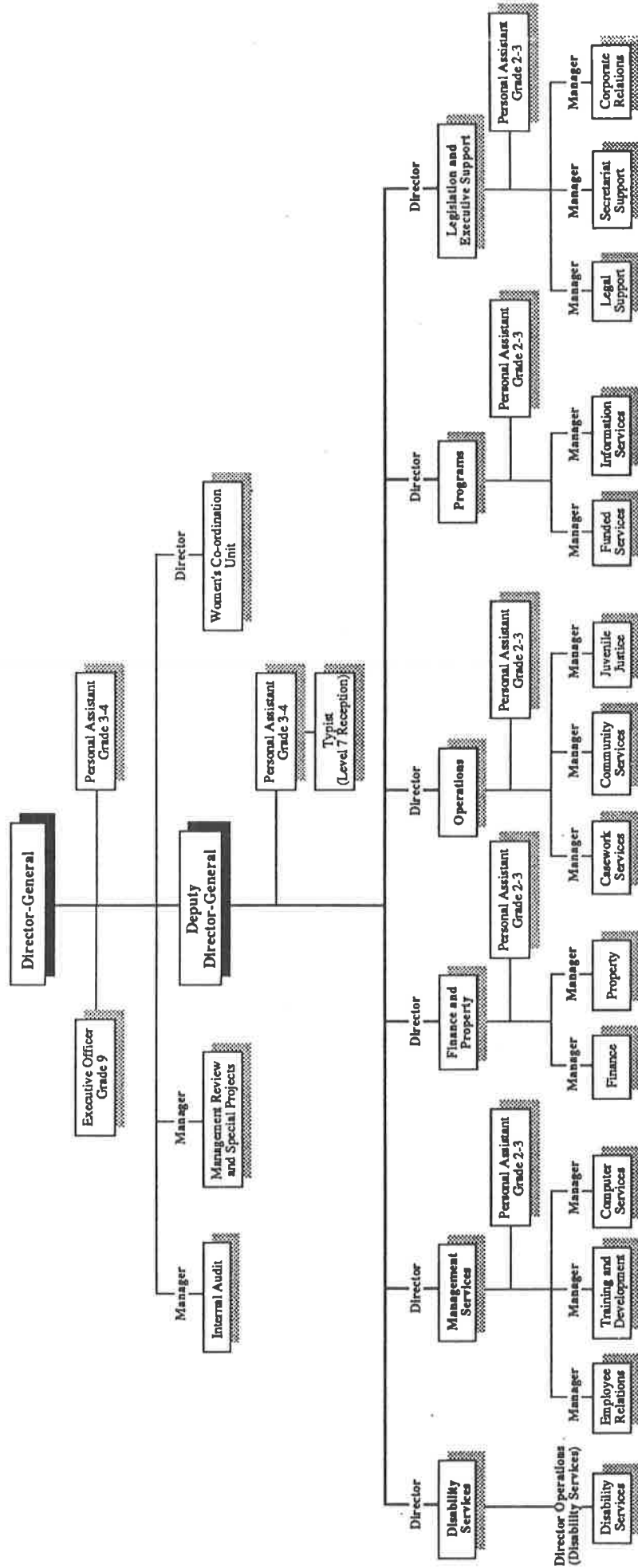
The structure of a Department, and its programme administration, often tends to have the nature of a snapshot. This particular Department was in the process of some restructuring, and a number of smaller programmes were in states of transition. At the Departmental level, considerable regionalisation was occurring, with increasing responsibilities for grants administration being moved to Regional Offices. Thus, the Grants Administration Unit shown in the diagram, was formally disbanded during the duration of the research project.

At the Programme level, shifts in responsibilities for Peak organisations occurred between 1989/90 and 1990/91, from the Community Care Unit to the Family/Community Resources Unit, making exact details of funding difficult to locate. The youth services programmes were in transition between larger programmes, and Women's Housing Programme was on the brink of being taken into SAAP.

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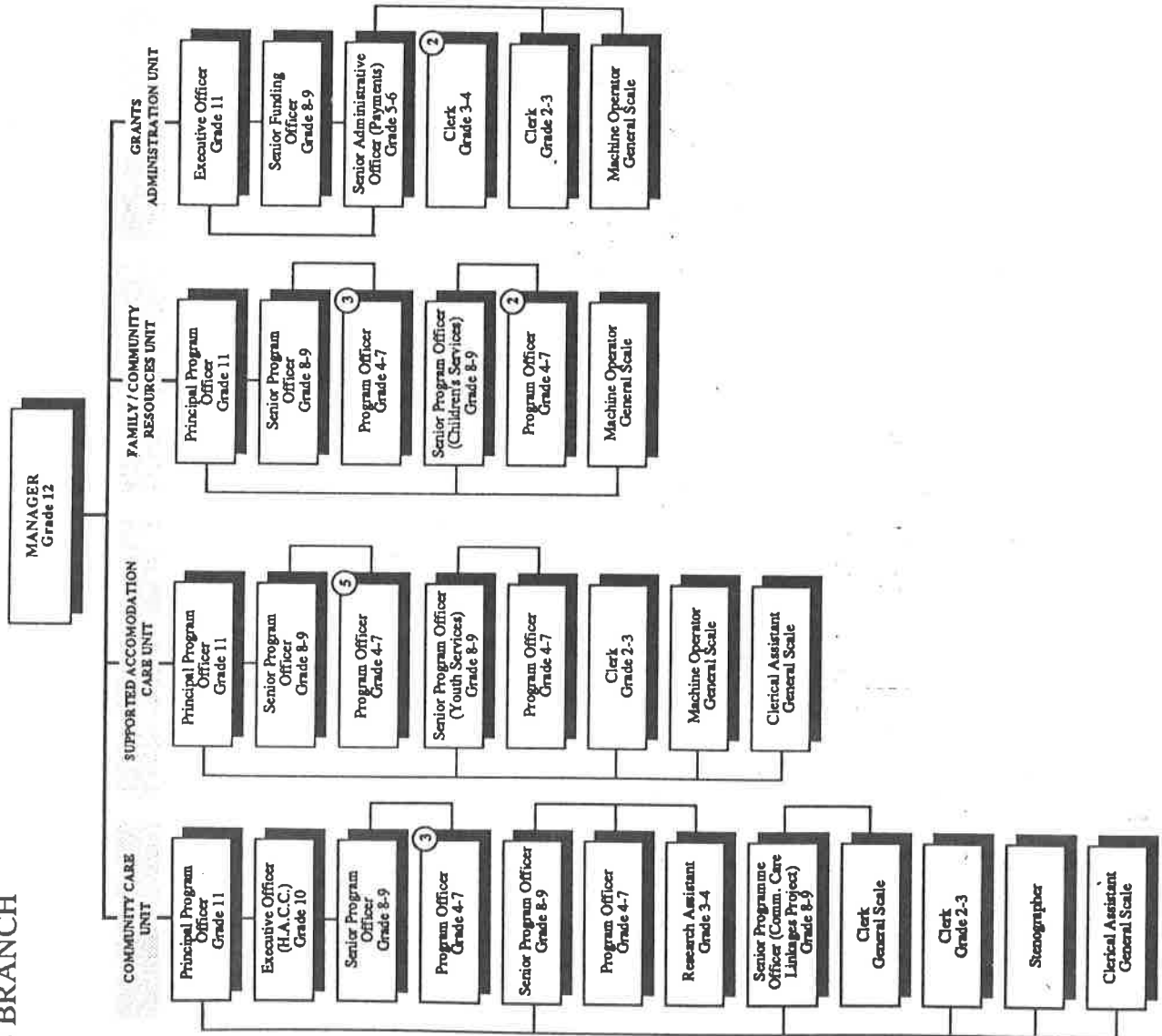
## Department of Family and Community Services

## Executive Support





Organisation Chart  
FUNDED SERVICES BRANCH



KEY:  
(X) Number of Positions

## Supported Accommodation Assistance Programme (SAAP)

The primary objective of SAAP is to provide financial assistance to non-government organisations or local government for the provision of supported accommodation services for homeless people. Through this, it provides the funds for the operation of women's refuges, youth refuges, and general crisis accommodation. It also funds medium term accommodation facilities. (Chesterman, 1988)

It receives joint Commonwealth and State Government funding, and was the product of a Commonwealth/State Agreement, operating on a basis of joint Ministerial approval.

It was administered by the Supported Accommodation Care Unit.

SAAP was created in 1984, and replaced some seven previous programmes dealing with accommodation assistance (Chesterman, 1988). It was originally composed of three sub-programmes (women, youth and general), which were still functioning in the 1989/90 year. They were being phased out however, in line with recommendations in the National SAAP Review undertaken in 1988 (Chesterman, 1988).

Alongside SAAP there are three smaller programme areas administered by the Unit :

- Youth Social Justice Strategy - this programme was introduced in 1989/90.
- Getting It Together Scheme - this programme was introduced in 1991 under SAAP.
- Women's Housing Programme - this programme was established in 1984, and transferred from Department of Housing in 1990. It was formally taken into SAAP in the 1991/92 year.

SAAP undeniably has the highest profile for training of the programmes under investigation. At the commencement of the Programme in 1985, a position of "Programme Officer - Training" was established. The Department developed a SAAP Training Policy in consultation with funded services, and began offering various training programmes. The position of Training Officer operated until 1989, when it was deleted for a period. This position was re-established in 1992, but placed within the Training and Development Branch (general Departmental staff development). An annual training budget has been allocated by the Department from within the SAAP budget since 1986/87.

As would be expected, SAAP has a large amount of documentation regarding training. Internal discussion documents and reports have been produced since the commencement of the programme, there has been an annual training programme proposal as part of the SAAP budget at State level, and training is specified in the State Plans (commenced formally in 90/91).

These documents specify quite clearly the Programme's objectives, and the strategy for carrying these out. In addition to this form of documentation, the funding guidelines and service standards also give specific mention to training.

At the joint Commonwealth/State level, in the 1989 SAAP Agreement, training received a brief mention alongside evaluation, review etc, as areas requiring joint ministerial approval for funding. It was given particular attention, however, in the National SAAP Review (Chesterman, 1988).

This Review dealt with training in some detail, both in one of its background papers (Barnett, 1988), and in its final recommendations.

Early State level documents place emphasis on the training needs of workers - referring back to reports that document the lack of training, low levels of skills, lack of access to training, and high staff turnovers. Identifying, and "meeting the needs of all SAAP service workers" (p3 March 1987 SAAP Training Programme Report) was the focus. The 1987 Training Policy proposed a number of principles, including the provision of resources for training and related expenses (travel, relief staff etc), and the recognition of the role of service providers in development and organisation of training.

In the National Review, however, the emphasis shifted to client outcomes. Within the context of "the best outcome for clients" (Chesterman, 1988: 92), the Review examined strategies for "quality and performance at the service level", which include a recognition "that improvements in client outcome rely on the skills and empathy of staff in SAAP services " (Chesterman, 1988: 98). This in turn was tied to improvements in both working conditions and training provision .

The State level documents following the National Review proposals for the 89/90 & 90/91 Training Programmes, and the State Plans for the same years, echo the National Review emphasis. The 1989/90 State Plan documented Objective 5 as being aimed at ensuring "an adequate standard of client care". One of the strategies for achieving this objective was the increase of funding to the training programme (to \$270,000). Broad strategies for training delivery included an expansion of existing Regional and State networks, and introduction of "fee for service" arrangements (NSW SAAP State Plan, 1989)

In the 1990/91 and 1991/92 State Plan (incorporating the Youth Social Justice Strategy), a preparatory discussion paper expressed training as "the key to effective service delivery" (p16), and the document sought community input on identifying needs, priorities and gaps in training. The Plan itself contained an entire section on Training and Research (section 4.3.2), predominantly listing the topic areas to be addressed, and an intention to increase attention to networks and relief staffing.

With regard to the responsibilities of the Department and the funded services, as expressed in the funding agreement at that time, the Department actually contracted the service provider to " ensure the support and direction of staff including provision of training" ( Clause 7). This was reinforced by the use of training and staff development as performance indicators, or standards, aimed at measuring achievement of standards

of service in a series of documents produced as guides to services and Community Programme Officers (CPOs). These included the following as responsibilities of service providers:

- . Training and orientation for new management members (Standard 1.3 - appropriate operational structure)
- . Orientation programmes for new workers
- . Mechanism for "developing" workers (Standard 2.2 - mechanisms for effective management of workers)
- . Attendance at training on Aboriginal and NESB issues for management and workers (Standard 4.1 & 4.2 - accessibility of service to Aboriginal and NESB people)
- . Active encouragement for workers to attend training (Standards relating to ensuring that workers' attitudes and approaches are compatible with policy guidelines)
- . Provision to staff, and where appropriate, committee members, of adequate information and training (some nine performance indicators follow) (Standard 2.3)

The level of attention paid to training in Programme documentation is reflected in actual training provision. Since 1985 an annual SAAP training budget has provided an annual training programme of some sort. This has included the production (through the use of consultants working to steering committees) of a number of training manuals during this period (pre 1987). These included training in Aboriginal and multicultural issues, and the provision of such training was one of the Policy principles.

In the Training Policy produced in 1987, the following delivery mechanisms for training were identified:

- ". direct training run by SAAP officers
- . specific training programmes funded by the Department and developed and introduced by consultants
- . Department funded, field based, Training Officers, usually within sub-programme areas
- . access to sources of training outside the Supported Accommodation Assistance Programme
- . specific service based training provided by consultants"

In addition to the mechanisms listed above, the Department also made funds available direct to services, on behalf of networks, who organised (often with the assistance or co-ordination of Regional SAAP Officers) their own training.

In the course of the Programme's life in NSW, all of these mechanisms have been used at one time or another. As noted earlier, most of this was funded from a central identified training budget, and (until 1989) co-ordinated by a Departmental Training Officer.

In addition to this budget, training has also been funded through :

- . Direct funding to services for relief staffing specifically for study leave (introduced in 1986/87).
- . Regional administrative budgets
- . Expenditure by services directly for fee for service training, and indirect training costs such as travel and sustenance

In the 89/90 year, the training programme was in a transition period, having lost the co-ordination at Central Office level. Consequently, the main part of the training budget for 89/90 and 90/91 was funded to Statewide peak organisations, with the rest going to Regions and networks. Effectively, the peak organisations took over the Departmental role of co-ordination of a training programme, relying on the use of consultant trainers, and a steering group of service representatives.

### Home and Community Care Programme

The primary objective of the Home and Community Care Programme (HACC) is to prevent inappropriate institutionalisation of people, due to frail age or disability, through the provision of basic support services. The provision of service is also aimed at enhancing the quality of life of clients. Through this programme funds are provided for a wide range of services related to this primary objective. (Department of Community Services and Health, 1989)

The Programme has some sixteen funding categories, or types of services. These include home nursing, food services, home help of different sorts, and brokerage services. The Programme provides grants to Local Government, the Statutory Authority Home Care Service of NSW, and community nursing services, in addition to non-government service provision. Less than a third of the total HACC budget administered by the Department of Community Services goes to non-government organisations.

HACC is funded jointly by Commonwealth and State, and operates under a Commonwealth/State Agreement. It is administered by the Community Care Unit.

The Programme was established under the terms of the Home and Community Care Act 1985. This Act subsumed four prior pieces of legislation dealing with home based services, thus amalgamating a number of previous funding programmes. The Programme has recently incorporated the Community Options Programme, which began in 1988, funded from unmatched monies (ie was not part of mainstream HACC). It was initiated as a pilot programme for its first three years, and has been the subject of detailed evaluation prior to it coming fully into the HACC Programme.

HACC is similar to SAAP in the range of documentation of training, though this does not extend to actual training policies, nor to extensive discussion documents. This Programme also underwent a National Review (1988), in which training received some mention (though not the detailed work undertaken in the SAAP Review). There does not appear to be much in the way of documented attention to training prior to the National Review, with the Review generally establishing the direction for training issues.

The First Triennial Review (1988) included two recommendations dealing specifically with training :

- . Recommendation 26 : Recommends a set of principles on which HACC standards would be based, which includes the principle - "HACC staff should be adequately trained to provide appropriate services efficiently" (First Triennial Review, 1988 : pxx). "Amplification" of this principle is given in an appendix, which states that HACC service providers should develop staff development policies, and provide opportunities for involvement in relevant training/education.(First Triennial Review , 1988 : p86). In line with this, "Staff training and education (including that for volunteers)" is included in the checklist for reviewing services (First Triennial Review, 1988 : p91).
- . Recommendation 28 : Recommends that " the development of training packages in..... assessment/service co-ordination, service standards and user rights.." - that is, those areas related to the philosophy of the Programme.

Both recommendations fall under the chapter dealing with "quality assurance, standards and user rights", as part of a quality assurance strategy for HACC. A specific section discusses training (First Triennial Review , 1988: Section 5.4, p40). This distinguishes between "vocational " training and "service" training. The document argues that the tertiary education sector has a role to play in the former, and that the division of responsibility needs to be sorted out at a State level. Also recognises gaps, and suggests that each State/territory needs a HACC training strategy that includes identifying gaps, strategies, and appropriate bodies. For service training, the Review Working Group recommends development of training packages in specified topic areas orienting service providers (both staff and management), to programme philosophy, and to future development directions.

The National HACC Guidelines (1989) mirror the recommendations made in the Triennial Review, reiterating the location of training and staff qualifications within the context of standards of service delivery.

In addition, training is specifically mentioned in recurrent funding items (HACC National Guidelines, 1989 : p18), and "Education or training" is listed as a specific service type with regard to what may be funded :

"Activities provided under this service type are designed to promote the development of formal and in service training for service providers and users."  
(HACC National Guidelines, 1989 : p29)

At the State level, the 1989/90 NSW State Strategic Plan for HACC also implements the recommendations of the Triennial Review. Under section 3.3 (p40) "Maintaining a Quality Service Delivery System", one of the three strategies listed is 3.3.3 "Training /education programme for service provider staff and management". This consists of developing an overall training strategy, orienting service providers (staff & management) to the Programme, and continuing negotiations with TAFE regarding accreditation of training.

Section 2.8 designates "Information, Education, Coordination and Training" as a funded area "used to develop the Programme's service delivery infrastructure at regional and sub-regional levels" (HACC NSW State Strategic Plan 1989/90 : p28). The expressed outcomes for this section emphasise "coordination", however, rather than the other components. Training receives no separate mention.

The Funding Agreement does not refer to training in the main document, but refers to the overall Programme Guidelines and to Audit requirements. Audit requirements include identification of training costs, but they are actually not listed on the audit pro forma.

Two other national documents worth noting are:

- . Statement of Rights and Responsibilities (1990), which mentions training as measures to promote consumer rights and responsibilities, and commits all States/Territories to providing service provider training
- . National Service Standards (1990) (draft discussion paper), which discusses provision by services of training opportunities for staff related to Standard 5.5 "Consumers receive service from providers who are fulfilling their duties as employers in a responsible way" (p16).

HACC does not have an annual training budget in the manner of SAAP. Though in the year under study a specific amount had been allocated for "training", the additional funding of services under the "Education and Information" funding category makes the estimation of training expenditure more complex.

Training provision has occurred through a mixture of :

- . Funding to Regional offices, who then negotiate training programmes with services in that region
- . Funding to some community sector organisations for specific (often non-recurrent) training. This direct training funding occurs under the "Education and Information" funding category, which includes some generalist information projects.
- . A number of Peak and Statewide organisations (including aged services), which were funded under the HACC Programme, but are now administered under the Community Services Grants Programme.
- . A specific training budget allocation administered by the Community Care Unit, which appears to have been initiated in 1989/90. the intention was that this be used for specific training on a training package produced by the Commonwealth government.
- . Services purchasing their own training on a fee for service basis

In addition, the Community Options Programme has had its own training budget and programme since its inception. In its first year of operation, (87/88), the training programme was coordinated directly by a Departmental Officer, in consultation with service providers. The next two years (88/89, 89/90), the programme ran on a similar basis, but was contracted to consultants.

### Community Services Grants Programme

The primary aims of the Community Services Grants Programme are :

- . "To assist no-government organisations and local government to provide a comprehensive range of developmental and crisis support services for families with children, young people, older people, families and adolescents under stress or in crisis and disadvantaged groups and communities.
- . To promote the development of networks and self help initiatives which support families and strengthen communities.
- . To enhance opportunities for families and individuals to gain access to services and maintain independence and control over their lives."  
(Community Services Grants Programme - Aims, Objectives and Outcomes : p9 )



The Programme funds a range of crisis and developmental support services, categorised by specified target groups. As a Programme, it contains perhaps the most diverse set of services, including neighbourhood centres, family support services, crisis and longer term counselling, information and community development. The services include both general, and target population specific (such as youth, women, specific cultural or racial groups).

According to Departmental staff, the Programme also contains objectives of needs identification and skills development, and of social justice and equity.

This Programme is State funded, and administered by the Family/Community Resources Unit. It was formed, following a review in 1989 of the (then) Community Welfare Fund. The Community Welfare Fund consisted of a large number of diverse small programmes, and the formation of the Community Services Grants Programme amalgamated these into a new framework. The aim of the reformation of these programmes was to create a more comprehensive and cohesive programme, with common identifiable objectives. The Programme is structured around two sub-programmes (the Community Resources Programme, the Family and Child Support Programme).

In terms of cohesive policy, then, this Programme could be considered as being in its infancy at the time of the study.

Of the programmes prior to the amalgamation and reformation, none had very much in the way of policies related to training (with possible exception of Family Support Services, and Neighbourhood Centres). Within the new Programme, training has a place within a specified part of the Programme - "Support and Resource Services", which covers planning and coordination, training, and evaluation and review across both the sub-programmes.

At the time of the study, this part of the Programme had not been fully developed, and as a consequence, very little documentation regarding training occurs. The very existence of the category "Support and Resource Services" indicates an intention, however, by the Programme, to resource these services. Currently, the funding of peak and statewide bodies belongs in this part of the CSGP.

The purpose of resourcing and providing training is stated quite clearly, however, as being "to assist the management and staff of projects to improve the quality of services and ensure their relevance to service users" (Community Services Grants Programme - Aims, Objectives and Outcomes : p33).

Like HACC, CSGP does not have a clear, identifiable budget for training. The bulk of training in this programme is currently occurring through the peak and statewide organisations, where only rough estimates can be made concerning the proportion of funds which is used on training.

The Programme Guidelines discuss delivery mechanisms, giving a broad range of options at three levels (local, regional, Statewide). They include funding to community based services, peaks, regional organisations and Regional offices of the Department, and canvass short courses, workshops and production of manuals and resource kits.

Currently, what training occurs is usually through the peak organisations, one off grants to Regional Offices (co-ordinated by CPOs), or Regional groupings of services (such as Regional forums). Like other programmes, individual services may purchase training on a fee for service basis.

It would appear that the majority of training provision under this programme occurs via the peak organisations, most of which are funded for a range of support, information and co-ordination functions, including training.

### Children's Services Programme

The primary objective of the Children's Services Programme is the subsidising of child care services, the development of policies and programmes to establish, implement, and review children's services, and the implementation of policies to ensure access and equity.

This Programme funds a range of child care services, including pre -school and "out of hours" care (for school aged children). Children's services include both State funded, and those in receipt of joint (Commonwealth/State) funding.

Child care centres are the only service area (offered by community based organisations) in the Programme areas under investigation, that have specific requirements for staff qualifications. Centre based child care (ie pre-schools, long day care) operate under the regulation of the Children (Care and Protection) Act, 1987 which sets out licensing requirements for such centres. All services dealing with pre-school aged children (including mobile services) require some form of appropriate qualification for the "Authorised Supervisor". Further requirements concerning the qualifications of other staff apply depending on the number and age of children.

Most (though not all) qualification requirements relate to training specifically for the early childhood area (including mothercraft nursing).

Apart from the specifications for staff qualifications, there is very little else regarding training in Programme documents. The annual report forms which Departmental staff use to review service's operation does list training and staff development for centre based and mobile services. Officers are asked to comment on frequency of training offered, topics covered and staff participation. For Family Day Care, they comment on whether the carers receive regular in-service training or not.

Departmental staff indicated that there are no specific training objectives at present for the Programme, though it is intended to be addressed in a planned Programme review.

Similar to Community Services Grants Programme, what training occurs is usually through the peak organisations, one off "Regional Initiatives" grants to Regional groupings. Departmental staff (Central and Regional) are usually responsible for information style sessions. The Departmental staff at Regional level who are responsible for licensing and regulation, also have an implementation, and not a training role. They often take on the role of assisting management committees of centres, however. Like other programmes, individual services may purchase training on a fee for service basis.

### Alternate Care

The Alternate Care Programme has a number of objectives relating to the co-ordination of substitute care services for children, the supervision of standard setting and quality of services, the protection of the rights of children in substitute care, long term planning and research to assist targeting and outcomes. It funds services providing substitute care for children, providing funding to a diverse group of organisations.

Unlike all the other Programmes discussed so far, Alternate Care did not operate within the usual Departmental line management system for Units. Alternate Care operated with an independent committee which made recommendations direct to the Minister for Community Services. The Alternate Care Committee was supported by a Secretariat of staff within the Department.

The mention of training in Programme documents is extremely concise, and consists of:

- . The Policy Handbook, which contains a short section on training stating that training is seen to be important, and that the policy supports the provision of training through the funding of the peak agency Association of Child Welfare Agencies (ACWA), and expenditure on other training by services.(p240)
- . The Standards Review Handbook : States in Point 4.2 " All staff members must have skills and training related to their area of work and job descriptions..." and in Point 4.5 "Programme managers must have an active commitment to the ongoing professional development of all staff"

Under these very broad objectives, the policy is to provide funding for training as integral to service provision.

The training provision for Alternate Care is very simple. The peak organisation for substitute care services (ACWA) is funded to provide training, and all services may use their direct funding on training and training related expenses. This results in a combination of agency based training in larger agencies, and fee for service payments from smaller agencies.