

# **Gold Coast Youth Commitment Forum**

## **Environmental Scan**

**Giles Consulting International**

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## EXECUTIVE SUMMARY

The Gold Coast has large and special needs in relation to the management of young people in the transition from school to further education and training and to work. The scale arises from the very rapid population growth, largely dependent on migration flows to the City and the prospective rapid increases in school retention rates.

The special need arises from the nature of the economic and employment base with a heavy dependence on service industries and a predominance of small business. The need is highlighted by the transient nature of the population and the absence of established family networks for many.

The Gold Coast has a glitz and glamour image, however there are parts of the Gold Coast that are among the most disadvantaged in Queensland.

While there are data limitations, there is a sufficiently clear picture of the scale, location and types of risks facing young people in the transition process.

Existing transition management services perform well within the present institutional framework, but are under resourced relative to very rapid past growth and forecast even faster growth in student numbers as the impacts of the State Government retention policy take effect. There is also need to provide better coordination across the City for a more comprehensive and coordinated approach.

The following recommendations address the needs of the Gold Coast to better manage the scale and complexity of the transition process in the future.

- A new customer oriented perspective of the transition process is required.
  - Reliance on institutions is necessary, but in itself will not be sufficient to drive the process.
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- There must be a systematic and comprehensive approach to the management of transition issues rather than an internal institutional approach.
  - Some transition needs are best addressed within institutions, but others require a broader coordinating role.
  - The Gold Coast Youth Commitment Forum (GCYCF) must own the coordination of the transition process on behalf of the young people proceeding down its path.
  - The data issues must be addressed.
  - Areas of greatest need require highest priority.
  - Simple yet effective monitoring and evaluation systems are required.
  - The Forum needs to obtain more broadly based support, particularly from the business sector and employers.
  - The geographic scope should be inclusive of all the Gold Coast, particularly areas of high need in the northern and southern ends of the city.
  - Funding is necessary from relevant Federal, State and local Government programs for resources to coordinate the transition program, possibly initially from the Programs announced in the recent Federal Budget.
  - The effectiveness of transition programs in other areas should be evaluated and adapted to local Gold Coast conditions.
  - The Forum needs to be well resourced and structures established appropriate for its operations, and the achievement of its objectives.
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# **1 INTRODUCTION**

## **1.1 PURPOSE**

This Report provides an Environmental Scan of the Gold Coast for the Gold Coast Youth Commitment Forum (GCYCF). The Scan includes an overview of the education training and employment sector on the Gold Coast with emphasis on the transition from school to further education and training and to work. Within this context the risks for young people are identified and quantified. Conclusions are drawn and recommendations made to reduce risks, provide better service and achieve better outcomes.

## **1.2 GOLD COAST YOUTH COMMITMENT FORUM**

The GCYCF developed from the initiatives of the Dusseldorp Skills Forum focussing on the personal and community risks and costs of young people not completing secondary school or equivalent and not going on to further education, training or work.<sup>1</sup>

The GCYCF was established in 2000 and the Steering Committee adopted the following strategic directions:

- Higher completion rates to year 12 or equivalent, including return to school or equivalent for early leavers.

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<sup>1</sup> Why Australia needs a national Youth Commitment. Dusseldorp Skills Forum .1999

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- Higher proportions of young people proceeding on to further education and training and promoting early leavers to obtain an accredited VET certificate or apprenticeship.
- Higher proportions of young people going on to full time work with links to further education and training.
- Lower levels of unemployment for the young.

The Environmental Scan provides a background or snapshot of the Gold Coast and a base line against which the Forum can focus its efforts to achieve the above objectives.

### **1.3 REQUIREMENTS OF THE BRIEF**

The Report responds to the brief in benchmarking the socio-economic, demographic, employment and education environments, in particular by providing a Youth oriented Gold Coast profile of:

- Population and socio-economic frameworks.
- Education and training.
- Post-school experience.
- Transition pathways from school to work.
- Work experience.
- Unemployment.

In addition, the existing service provision system is described and the risk factors identified and quantified.

Recommendations are made to fill the gaps identified. Monitoring and evaluation processes are also identified.

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## **1.4 SCOPE**

### **1.4.1 GEOGRAPHIC**

The initial focus of the Forum was to concentrate on the Education Queensland Districts Gold Coast North and Gold Coast South, but as this area excluded some of the northern Gold Coast, the Forum subsequently decided to expand the scope to cover the Gold Coast City local government area.

### **1.4.2 AGE**

The age focus is on the main transition and risk period from 15 to 19 years, but extends to the 20 to 24 year group at the upper end and to those entering junior secondary school, that is from 12 to 14 years.

Where data on single year age groups is available, it is used, however for many data sets only five year age groups are available, in which case the 10 to 14, 15 to 19 and 20 to 24 age groups are used.

### **1.4.3 IMPLICATIONS ARISING FROM THE SCOPE**

The geographic scope (and even the narrower initial area) and the conventional five year age groups raise a number of complex data issues. The existing data sets do not presently support a focus on the transition from school to further education, training and work objectives of the Forum.

The data issues are covered in more detail in Section 3.

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## 1.5 REPORT STRUCTURE

The report is structured as follows:

- Section 2      Ownership of the process, including the need to develop new concepts to address school to work transition.
- Section 3      Data issues.
- Section 4      Context at the international, national and state levels.
- Section 5      Gold Coast Population.
- Section 6      Gold Coast Business Structure.
- Section 7      Gold Coast Employment.
- Section 8      Gold Coast Unemployment.
- Section 9      Gold Coast Youth Participation in Education, Training and Employment.
- Section 10     Service Provision on the Gold Coast.
- Section 11     Risk Factors.
- Section 12     Conclusions and Recommendations.

Throughout the report the implications from the data and analysis are drawn out and recommendations made for action. These are then consolidated in the Recommendations Section.

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## 2 OWNERSHIP OF THE TRANSITION PROCESS

### 2.1 OWNERSHIP CONCEPTS

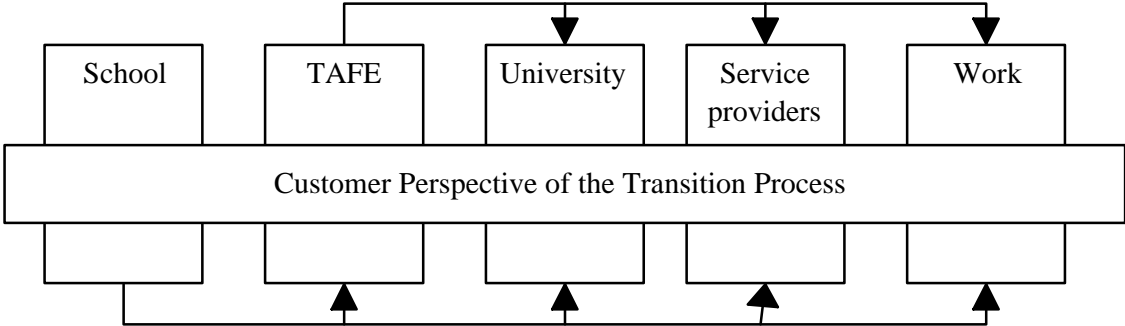
A key to addressing the needs of young people and reducing the risks they face in the transition from school to work, is to view the world in a different way. Rather than focussing on the vertical and often separated institutions involved in the transition process, an orientation to the process and the perception of the young people making the transition is required.

A simplified view of the current institutional arrangements is presented in Figure 1, and the broader alternative perspective provided in Figure 2.

**Figure 1 Institutional Supply Oriented Perspective**



**Figure 2 Customer Oriented Perspective**



In addition to acknowledging the new perspective, the process itself must be “owned” and managed which may create difficulties as the process, extends across major institutional boundaries. For example, at the beginning of the process, schools must be concerned with, and give priority to issues within their own institutions, but increasingly need to have some responsibility outside the school gate and beyond the end of a pupil’s secondary schooling. At the other end of the process, employers need to obtain people with suitable skills, abilities and attitudes, but in order to do so cannot abrogate responsibilities during the school, training and post school education periods. The Gold Coast community has a vested interest in making the process work.

## **2.2 CHALLENGE**

The first major challenge facing the GCYCF and particularly for the stakeholders in the community involved in the transition process, is to recognise that a new perspective is needed and that the process must be “owned”. This is an essential requirement of “commitment”.

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Because the traditional perspective is well established, based on major institutions and has supporting data sets, the task is considerable but, as will be outlined later in the Report, essential.

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## **3 DATA ISSUES**

### **3.1 DATA CONCEPTS**

Apart from general purpose Census data, most existing data sets that capture part of the transition process at the level of the Gold Coast City reflect an institutional or supplier approach. The data sets have been developed to meet the separate and specific needs of organisations involved in some aspect of the transition process. As a result, the data sets are based on different definitions, cover different time periods, have different geographic areas, and have different levels of public accessibility and cost.

A particular difficulty is the necessary dependence on Apparent Retention Rates from years 8 to 12 or 10 to 12 and Progression Rates from year to year which are widely used but subject to measurement problems. In addition in Queensland these measures contain a significant upward bias. The difficulties are emphasised on the Gold Coast because of the very large gross inflows, gross outflows and resulting net inflows on school aged children in to the area.

While the data issues may appear peripheral to the main issues of reducing risks for those in the transition phase, the data sets reflect underlying assumptions and values. Changes to these assumptions and values will result in better and more useful data and better outcomes for the young people on the Gold Coast.

Presently those most at risk in the transition process are in many ways the most difficult to count. Unless the deficiencies in the data sets are addressed, the GCYCF will not be able to fully quantify the risk and hence win support for necessary intervention programs.

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## 3.2 GOLD COAST DATA SETS

The apparently simple requirement to report on key employment, education, training and related data for a major city like the Gold Coast is in fact when combined with the need to measure young people most at risk.

The core unit for the Gold Coast is the Gold Coast City (GCC) local government area (LGA). In the ABS geographic terms, the GCC LGA comprises Part A (broadly between the Pimpama and Logan Rivers) which is part of Brisbane Statistical Division and Part B which is part of the Moreton Statistical Division which extends from the NSW border to Noosa and west past the Ipswich area. A further ABS concept is the Gold Coast Statistical Sub Division, which includes all Gold Coast Part B, some of Tweed Shire but none of Gold Coast City Part A.

Other key reporting areas and entities include:

- The GCC LGA area is equivalent to Education Queensland Districts of all Gold Coast South, all of Gold Coast North (less Mt Tamborine State High School) plus part of the Logan/Beaudesert District to the extent of Beenleigh State High School.
  - The GCC LGA Part B approximates the main catchment for Gold Coast TAFE.
  - GCC Part A area is outside the main focus for Gold Coast and Logan TAFEs and while there are some overlapping catchments, the area is generally not well served by TAFE.
  - Queensland Tertiary Admissions Centre (QTAC) reports on tertiary applications and enrolments on the Moreton South Statistical District, of which GCC Part B comprises the majority and includes an area that extends west to Esk. GCC Part A is excluded as it is included in reporting by QTAC for the Brisbane Statistical Division.
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- The DETYA Universities Atlas, that shows flows of university students between areas presently reports on Moreton Statistical Division and in future will report on a Postcode basis.
- The Department of Employment and Training reports on VET for the South Brisbane/Gold Coast District that extends from the NSW border to the Brisbane River. Apprenticeship and Trainee data on a Postcode basis is available from the National Centre for Vocational Education Research.
- SCISCO covers broadly the GCC Part B area and a small area of Tweed area.
- The Beenleigh Industry Training Network includes high schools in the GCC Part A area that includes the Education Queensland North District secondary school, (Windaroo Valley State High School) and Beenleigh State High School in the Logan/Beaudesert District.
- Job Placement Employment and Training (JPET) providers based in Logan City cover the northern Gold Coast, the provider covering the southern Gold Coast also includes an area extending to northern NSW, and there is another provider the covering central Gold Coast City area.
- Centrelink data on beneficiaries is available on a Postcode basis.
- Socio-economic risk indicators reflecting administrative regions for Police, Criminal Justice System, ACC, etc. cover other areas.

### **3.3 IMPLICATIONS ARISING FROM DATA ISSUES**

There needs to be a better alignment between the objectives and priorities of the GCYCF and the data required to support its activities. The main issues requiring attention include:

- Clear and urgent priority to clean up the data sources.
  - Consistency of data definitions, concepts, measures and areas.
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Unless addressed, the importance of the school to work transition will not be reflected in key data at the local level. Those most at risk may be lost in the data definitions and source “noise”, and could be invisible.

If those most at risk are not readily counted or “visible” their needs may not be recognised and addressed.

As the geographic scope has been widened to include all the Gold Coast City, there is a need now for the GCYCF to include the northern areas of the Gold Coast City (Part A). There are areas within this Part that present some of the lowest socio-economic rankings of disadvantage in the State, the lowest school retention rates in the City and highest youth unemployment rates.

Notwithstanding the data issues and improvements needed, the current data sets are adequate to create a reasonably good picture of the Youth Profile for the Gold Coast City. The existing Scan provides a foundation for the Forum and a basis to set clear directions for the future.

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## **4       CONTEXT**

### **4.1       INTERNATIONAL**

#### **4.1.1   CAUSAL FACTORS**

There is a clear focus on the Gold Coast in this Scan, but events affecting young people and their transition from school to further education and training and work occur in a much wider context. There are also lessons to be learnt from the experience of others.

We are living in a period of rapid social and economic change where the nature of education, training and work are changing. The issues of the transition from school to work at the level of the Gold Coast cannot be separated from this broader context.

Developed economies are undergoing periods of rapid economic and social change resulting from a combination of globalisation and high rates of technological change.

The consequences on economic structure, employment and training for developed economies include:

- Changing factors of production affecting location of business investment.
  - High employment growth in Business Services and Personal Services
  - High employment growth in high skilled and information rich jobs.
  - Casualisation and new working arrangements particularly in Services.
  - Low employment growth in low skilled jobs.
  - Recognition of the importance of skills-development and life long learning in personal, community and regional economic development.
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#### 4.1.2 INTERNATIONAL RESPONSE

One response to the major changes is that there has been a major focus by the OECD on issues affecting the transition from school to work, utilising the lessons from the experiences of many advanced countries to develop policies to improve outcomes and reduce risks.

The OECD has concluded that there is no simple or unique solution, but requires the inter relation of the following:<sup>2</sup>

- Special provision for those at risk, but not the only focus.
- A healthy economy.
- Well functioning labour market.
- Youth friendly labour market.
- Well organised pathways to connect school to work and further study.
- Opportunities to combine education with workplace experience.
- Tight safety net for those at risk.
- Good information and guidance.
- Effective institutions and processes.
- Effective monitoring and evaluation.

The following elements of well organised pathways are identified by the OECD:

- Availability of vocational as well as general pathways at the post compulsory stage of education.
- Work experience as part of post-compulsory education.

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<sup>2</sup> OECD making Transitions Work. Conference on the Transition from Initial Education to Work. 2000.

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- Access to tertiary education from general and vocational secondary schools.
- Equivalence arrangements between general and vocational secondary certificates.
- Diversified and interconnected pathways open to young people and to adults.

As a result of the work undertaken the OECD set the following basic Transition Goals, which correspond closely with the strategic directions established by the GCYCF.<sup>3</sup>

- High proportion of young people completing secondary education, with a recognised qualification for either work, tertiary study or both.
- High levels of knowledge and skill.
- Low proportion of teenagers not in education or work.
- High proportion of young adults with a job.
- Few young people long term unemployed post school.
- Stable employment and educational histories post school.

#### **4.1.3 RECOMMENDED MONITORING SYSTEMS**

The OECD noted that no single indicator (such as the unemployment rate) could evaluate the success of transition policies. A range of indicators are needed to monitor performance, basically labour market indicators, education and training indicators and key relationships between the two sets.

The specific indicators separately identify teenagers (15 to 19), young adults (20 to 24), males and females and include:

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<sup>3</sup> OECD making Transitions Work. Conference on the Transition from Initial Education to Work. 2000.

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- A range of unemployment measures.
- Employment measures.
- School retention rates.
- Literacy rates.
- Education qualifications.

## **4.2 NATIONAL**

### **4.2.1 ECONOMIC AND EMPLOYMENT STRUCTURE**

The same causal factors are resulting in broadly similar patterns in Australia as evidenced by the following:<sup>4</sup>

- High relative employment growth in Property and Business Services; Accommodation, Cafes, etc; Cultural and Recreation Services; Personal and Other Services and Health.
- Low relative growth in Manufacturing, Agriculture, Electricity, Gas, and Water and Government Administration.
- Growth in high to medium skilled occupations, but little growth in low skilled jobs.
- Declining male participation in employment but increasing female employment.
- Increasing part time work and casualisation of jobs.
- Increasing labour productivity.
- Downsizing of many businesses.
- Substitution of capital for labour.

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<sup>4</sup> National Institute of Labour Studies. Australian Bulletin of Labour. March 2001. pp3-19.

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#### **4.2.2 DUSSELDORP SKILLS FORUM**

At the national level, the Dusseldorp Skills Forum focused attention on the personal and community risks and costs resulting from early school leavers. Work by the Dusseldorp Skills Forum identified the costs, risks and policy gaps and proposed the National Youth Commitment. It was recognised that delivery of the National Youth Commitment must be local as a community partnership taking advantage of local expertise, knowledge and capital.<sup>5</sup>

#### **4.2.3 ENTERPRISE AND CAREER EDUCATION FOUNDATION**

Initially through the ASTF, now the Enterprise and Career Education Foundation (ECEF), the Commonwealth has funded initiatives in the school to work transition areas. The recent 2001-02 Federal budget identified additional funding for Work Placement Coordinator arrangements, Pilot Career and Transition advisers and other transition and support projects.

The ECEF has also sponsored major Destination studies that clearly demonstrate the benefits of better management of the school to work transition process.

#### **4.2.4 ACER STUDIES**

For many years the Australian Council of Education Research (ACER) has undertaken longitudinal studies of the pathways and transition from school to work tracking the same people from age of 15 through to 24. The ACER studies benefit from being national, large,

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<sup>5</sup> Why Australia needs a national Youth Commitment. Dusseldorp Skills Forum .1999

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long term and having consistent definitions and data. The most recent survey includes 13000 year 9 students to be tracked until they reach 25 years.<sup>6</sup>

The 1999 survey found the following positive correlations for high rates of year 9 to 12 progression:

- Females were higher with an increasing difference over males.
- Parents' occupation was important, but of declining importance.
- Parents' education levels were important, but of declining importance.
- Language other than English at home.
- Living in metropolitan areas.
- Year 9 literacy and numeracy was a strong indicator.
- School type was important, but of declining importance.
- Non indigenous background.
- Active engagement in school life
- A little part time work was good but too much was detrimental

Another survey by ACER assessed the patterns of non-completers of year 12 and found non completion was associated with:

- Low socio-economic family status (often also associated with fractured families).
- Government schools.
- Males.
- Rural location.

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<sup>6</sup> Australian Council of Educational Research. Longitudinal Surveys of Australian Youth. LSAY Research Reports.

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- English speaking background
- Negative school experiences.

## **4.3 STATE**

### **4.3.1 EMPLOYMENT**

The Queensland Government has a clear policy to focus on skills development and jobs growth, in particular:

- Skills and knowledge to provide the impetus for economic growth.
- Development of the “Smart State” suite of policies.
- Information Technology and Bio-Technology industry development.
- General diversification away from dependence on traditional industries.
- Increased resourcing of the schools, the vocational education sector and transition from school to work programs.

### **4.3.2 VOCATIONAL EDUCATION AND TRAINING**

Within the Vocational Education and Training (VET) sector the priorities of the Queensland Government are to:

- Strengthen the TAFE sector.
  - Increase the skills and qualifications of Queenslanders.
  - Embrace IT and Biotechnology.
  - Break the Unemployment Cycle.
  - Increase Apprenticeships and Traineeships.
-

- Invest in Young Queenslanders.
- Assist Mature Age workers.
- Integrate more VET into schools.

### 4.3.3 SCHOOLS

The Education Queensland-2010 Strategy proposes a significant policy development of increasing completion of year 12 or equivalent from the current State average of about 70% to 88% by 2010. The major focus is on increasing Year 8-12 completion rates.<sup>7</sup>

In areas such as the Gold Coast in general, and the very rapidly growing Northern Gold Coast area, the increase in secondary school age students and the increased retention rates will have significant implications on demand for facilities and activities for Schools, VET, TAFE and Registered Training Organisations (RTOs).

The Education Queensland Apparent Retention experience over recent years and the forecast for the future are provided in the Table below.

**Table 4.1 Apparent Retention Rates Year 8-12 (%)**

Years 8 to 12	1996	1997	1998	1999	2000	2011Target	Gap %
Queensland Persons	70	70	71	72	72	88	16
Queensland Males	64	65	66	67	66	88	22
Queensland Females	75	77	78	78	78	88	10
Gold Coast South District	78	74	78	79	na	88	9
Gold Coast North District	83	80	78	80	na	88	8
1 GCC SHS in Logan	56	68	82	74	63	88	25

Source: Education Queensland.

<sup>7</sup> 2010 Queensland State Education.

Education Queensland advises that Apparent Retention Rates should be used with caution as there is a potential upward bias when comparing Queensland data with that for Australia for the following reasons:

- 5 year secondary schooling in the State rather than 6 in most other States (+7%).
- Net migration effects (+7%).
- Mid year census effect (+7%)

The migration effect is likely to be greater on the Gold Coast due to the high levels of net migration of school age children. The gross inflows, outflows and net effects are considered in more detail in Section 5.

#### **4.3.4 YOUTH POLICIES**

The 2001-02 State Budget highlighted the following policies for young people.

- \$5 million for a one-off Get Set for Work Program to provide intensive, specialised employment and training assistance, and wage subsidies, for 500 early school leavers;
  - \$10 million for a new Youth for the Environment and Local Communities Program (\$20 million over two years) which will give young people the opportunity to earn nationally accredited qualifications by performing environmental work in their local communities;
  - \$2 million for the Youth Access Program (\$7 million over three years) which gives young Queenslanders, at risk of leaving school early, the chance to gain job readiness skills;
  - \$5 million to support the growth of the successful School-based Apprenticeships and Traineeships Program; and
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- \$450 000 to continue to implement the State Government's Youth Participation Strategy.

The Get Set for Work Program will:

- Target unemployed early school leavers, aged 15 to 24, in communities with high youth unemployment.
- Provide up to \$100 000 to councils and community organisations to help groups of up to 25 young people
- Provide wage subsidies of up to \$4000 for employers who employ the trained participants
- Help overcome two main factors limiting young unemployed people's access to employment.

Under the Environment and Local Communities Program, young Queenslanders aged 15 to 24 will be able to earn nationally accredited qualifications by performing environmental work in their local communities.

The Youth Access Program gives young Queenslanders, seriously at risk of leaving school early without the education or skills to get a job, the chance to gain valuable job skills. \$7 million has been committed over the next three years for the program which will help about 1750 young people.

The School-based Apprenticeships and Traineeships Program will be expanded over the next three years to give 10 500 high school students access to apprenticeships and traineeships. \$5 million will support this growth.

The Youth Participation Strategy encourages young people's participation in government and community decision-making processes. \$450 000 has been allocated in the budget and ongoing strategies.

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## 4.4 GOLD COAST CITY

The Gold Coast City Council (GCCC) has made a major commitment to economic development of the city and a diversification away from the past high dependence on Tourism. In particular the GCCC Draft Economic Development Strategy focuses on the role of education, life long learning and skills development as key elements of the strategy.<sup>8</sup>

In addition the Gold Coast City through its community development function supports a wide range of youth related activities.

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<sup>8</sup> Gold Coast City Council. Draft Economic Development Strategy. 2000.

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## 5 POPULATION

### 5.1 GROWTH AND COMPOSITION

The Gold Coast City is the sixth largest urban centre in Australia and consistently is among the fastest growing area in Australia. The Gold Coast City has a current population of nearly 420,000. In the nearby and economically related Tweed/ Kingscliff part of Tweed Shire there are a further 50,000 people.

Most (some 80%) of the population growth results from net migration of people moving from other parts of Queensland, Australia and overseas.

**Table 5.1 Gold Coast Population Growth 1986-2001**

	1986	1991	1996	2001
Gold Coast City	214,000	281,000	356,000	417,000
Five year increase		67,000	75,000	61,000

Source: Department of Local Government and Planning.

Contrary to popular misconception the age structure of the Gold Coast population is not skewed towards the older age groups and was not significantly different from that of Queensland in 1996. By 2016, the Gold Coast is forecast to have an age structure virtually the same as that for Queensland.

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**Table 5.2 Population Age Structure Gold Coast and Queensland 1996 and 2016(%)**

	GC %96	Qld % 96	GC % 2016	Qld %2016
0-14	19	22	17	18
15-24	15	15	14	14
25-44	30	31	28	27
45-64	22	21	26	26
65+	14	11	16	15
Total	100	100	100	100

Source: Department of Local Government and Planning.

## 5.2 IMPORTANCE OF MIGRATION

While the significance of net migration to Gold Coast population growth is widely recognised, the net migration results from very large flows into and out of the Gold Coast. From 1991 to 1996, the net growth from migration of 60,000 resulted from gross inflows of 101,000 and gross outflows of 40,000. These flows occurred across all age groups, and have a significant impact on the management of the transition from school to work.

**Table 5.3 Components of Population Growth 1996-2000 (000)**

	Natural Increase	Net Migration	Total Increase
1995/96	2.0	11.4	13.4
1996/97	1.9	10.7	12.6
1997/98	1.9	9.0	10.9
1998/99	1.8	10.3	12.1
1999/00	2.0	11.2	13.2

Source: Department of Local Government and Planning.

**Table 5.4 Gold Coast Gross Migration Selected Age Groups 1991-96 (000)**

Age	Inflow	Out Flow	Net Migration
5-9	7.8	3.1	4.7
10-14	7.2	2.4	4.8
15-19	7.4	2.7	4.7
20-24	12.3	4.7	7.6
Over 25	65.4	27.4	38.0
Total	100.1	40.3	59.8

Source: Department of Local Government and Planning.

In the age groups focused on in this Report, there are also significant inflows, outflows and net migration.

The Gold Coast also shows a significantly greater level of geographic labour mobility than exists for Queensland, and it has implications for the transition issues as well as for broader labourforce planning.

### 5.3 FORECAST POPULATION GROWTH

Forecasts prepared by the Department of Planning point to substantial growth for the Gold Coast over the next decade with the population forecast to increase to 514,000 by 2011.

**Table 5.5 Gold Coast Population Forecast 2001-2011**

	2001	2006	2011	2016
Gold Coast City	408000	461000	514000	563,000
Increase in period		53,000	53,000	49,000

Source: Department of Local Government and Planning.

**Table 5.6 Gold Coast Secondary School Age Population 1996-2011 (000)**

Age	10-14	15-19	13-17
1996	23.1	23.3	23.2
2001	26.2	27.0	26.6
2006	29.4	30.2	29.9
2011	31.3	33.6	32.7

Source: Department of Local Government and Planning and Giles Consulting.

The forecasts for school age population and those in or entering the school to work transition process show that those aged 13 to 17 will increase from 23,200 to 32,700 in the period 1996 to 2011, an increase of 9,500 or 41%. Every year for the next decade there will be 5000 to

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6000 young people leaving school and progressing to the next stage of either further education and training, work, unemployment or an exit from both the labour force and further education and training. If current retention rates continue there will be about 1500-1800 early leavers and about 4000 year 12 completers. If the higher retention rates are achieved there will be about 800 to 1000 early leavers, and about 4600-5000 year 12 completers.

## **5.4 IMPLICATIONS ARISING FROM POPULATION**

The population growth, source and composition drives the supply side of the education and labour force sectors. The features that will impact on the management of risk from school to work transition include:

- Significant increase in numbers, hence those entering school, progressing through the school to work transition process and seeking work and further education and training.
  - In each secondary school age year there will be 5000-6000 throughout the next decade. If higher retention rates are achieved, there will still be some 1000 early school leavers per year, and nearly double that if retention rates stay at present levels.
  - Large gross inflow, gross outflows and net inflows in all ages, particularly those in the 15 to 24 year age groups, which have major impacts on tracking students and the upward bias effects on Apparent Retention Rates.
  - A continuing high rate of transient population, moving to areas often without existing family support systems in place.
  - Constant pressure on the provision of infrastructure (schools, TAFE and other VET facilities and universities) and youth services just to keep up with demand.
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Above all is the need to achieve recognition at the Federal level that the Gold Coast City as the sixth largest city in Australia is one of the major urban centres in Australia with rapidly increasing demands by young people for jobs, education and training. It is not only a holiday destination or a retirement location for the old.

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## **6 BUSINESS STRUCTURE**

### **6.1 BUSINESS COMPOSITION**

The economic base and business structure drives the employment structure and opportunities for employment and training. The main features of the business composition on the Gold Coast include:<sup>9</sup>

- Predominance of Finance, Insurance and Business Services (25%), Retail/ Wholesale (24%) and Building and Construction (15%) in the types of business, which together account for two thirds of the businesses in the area.
- Importance of other Services such as Recreation, Sport and Personal Services (7%); Education Health and Community Services (8%) and Accommodation, Cafes and Restaurants (5%).
- Relatively small number of Manufacturers (7%), Miners, Farms and Transport businesses.
- Very low representation of Government business units.

### **6.2 BUSINESS SIZE**

A key feature of the Gold Coast is the dependence on small business. About three-quarters of businesses (74%) have less than 5 employees and 90 % have less than 10 employees. In total

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<sup>9</sup> ABS Business Register.

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small business (less than 20 employees and 50 for Manufacturing) accounts for more than 95% of all businesses.<sup>10</sup>

**Table 5.7 Gold Coast Business Profile 1998**

Industry	under 5	5 to 9	10 to 19	20 to 49	50 to 99	100+	Total	%
Agriculture	386	20	7	0	0	0	446	2.1
Mining	33	14	9	2	0	0	58	0.3
Manufacture	950	321	171	97	21	13	1573	7.3
Electricity, Gas/W	11	3	2	8	2	1	27	0.1
Build/Construction	2787	303	114	39	14	3	3260	15.1
Wholesale	1037	252	72	23	6	1	1391	6.4
Retail	2743	772	223	84	43	29	3894	18.1
Accomm, Cafes and Restaurants	512	293	142	120	22	19	1108	5.1
Transport/Storage	784	109	44	22	5	3	967	4.5
Finance, Insurance and Business	4313	761	266	114	23	11	5488	25.4
Educ Health and Community	1221	267	135	92	56	24	1795	8.3
Recreation, Sport and Personal	1156	241	99	40	19	9	1564	7.3
Total	15933	3356	1284	641	211	113	21571	100.0
Percent	73.9%	15.6%	6.0%	3.0%	1.0%	0.5%	100.0%	

Source: ABS Business Register. Excludes 33 businesses not stated.

### **6.3 IMPLICATIONS ARISING FROM BUSINESS STRUCTURE**

The concentration and dependence on small business is a great strength and weakness for the Gold Coast. It provides flexibility and vibrancy, but most small business is in survival mode. Other studies into the small business sector point to little capital, little business planning and a low priority towards training or other long-term Human Relations planning.

The transition from school to work process requires the active involvement of employers at all stages from school based work experience through to a permanent job. The structure of business on the Gold Coast means that most of this involvement will have to come from small

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<sup>10</sup> ABS Business Register

business, which in turn implies a significant role for the business sector if the GCYCF is to achieve its objectives.

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## 7 EMPLOYMENT

### 7.1 LABOURFORCE STATUS

In 1996 there was not a significant difference between the proportion of employment accounted for by the self employed (employers and own account workers) on the Gold Coast compared with Australia, at 11 and 9 percent respectively.

The proportion of the workforce employed part-time (working less than 35 hours per week) has risen rapidly and on the Gold Coast, nearly half the females (48%) and nearly a quarter of the males (22%) worked part time in 1996. The proportion of male and female part-time workers on the Gold Coast was higher than for Australia.

Compared with the other major Queensland regional cities, the Gold Coast was characterised by lower full time employment and higher part time employment and generally higher unemployment.

**Table 7.1 Comparative Labourforce Status 1996**

	Employed			Unemployed	Not in Labour Force	Unemployment	
	Full time	Part time	Total			15-24 (%)	15 & over (%)
<b>Gold Coast City</b>							
GCC Part A	10793	4503	15296	2346	10738	21.9	13.0
GCC Part B	83907	45746	129653	18937	106161	19.4	12.5
Total	94700	50249	144949	21283	116899		
%	65%	35%	100%				
<b>Brisbane City</b>	256197	111689	367886	32234	232704	14.1	7.9
%	70%	30%	100%				
<b>Townsville City (A)</b>	25605	11180	36785	4067	23642	16.0	9.8
%	70%	30%	100%				
<b>Cairns City (A)</b>	37156	15627	52783	4905	25806	14.2	8.3
%	70%	30%	100%				
<b>Sunshine Coast</b>	35186	22022	57208	10381	59189	23.8	15.1
%	62%	38%	100%				
<b>Queensland</b>	962011	427793	1389804	151718	955543	16.4	9.6
%	69%	31%	100%				

Source: ABS Census.

## 7.2 INDUSTRY

The main features of Gold Coast industrial employment structure at the 1996 Census relative to Queensland and Australia were high concentrations of employment in the following industries:

- Culture and Recreation
- Accommodation
- Construction
- Retail
- Property and Business Services

There were relatively low proportions of Gold Coast employment in:

- Agriculture and Forestry
  - Mining
  - Electricity, Gas and Water
  - Government
  - Finance
  - Manufacturing
-



- Professionals Stable, but still relatively low.
- Associate Professionals Very high but declining in share.
- Trades and related High but declining proportion.
- Advanced Clerical/Service Rapid decrease in share.
- Intermediate Sales/Clerical Very high and increasing share
- Elementary Sales/Clerical High but declining
- Labourers and related Decreasing proportion.

**Table 7.3 Employment by Occupation 1986,1991, 1996 (%)<sup>11</sup>**

	Gold Coast City			Queensland			Australia		
	86	91	96	86	91	96	86	91	96
Managers/Admin	6.4	8.3	7.6	9.1	9.6	8.8	8.7	9.8	9.3
Professionals	11.0	10.9	12.8	12.5	12.9	15.1	14.3	14.8	17.1
Assoc Professionals	9.5	8.5	13.2	7.7	7.6	11.5	7.5	7.6	11.3
Tradespersons	18.2	15.7	14.5	16.1	14.1	13.6	15.6	13.8	13.0
Advanced Clerical Service	7.2	6.9	4.8	6.5	6.0	4.0	6.9	6.4	4.3
Intermediate Clerical, Sales	12.3	13.1	17.0	11.2	11.7	16.3	11.4	11.9	16.0
Intermediate Production and Transport	8.1	7.2	7.4	10.1	8.9	9.0	10.1	8.5	8.6
Elementary Clerical, Sales and Service	14.2	13.5	11.6	12.5	12.1	9.4	11.9	11.2	8.8
Labourers and Related	10.4	9.1	8.5	11.8	10.6	9.8	10.7	9.3	8.7
Inadequately described	1.3	1.1	0.9	1.4	1.2	0.9	1.5	1.2	0.9
Not stated	1.3	5.8	1.8	1.1	5.4	1.6	1.1	5.5	1.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: ABS Census

Given the hierarchal nature of the new skills based occupational classification (ASCO2), the skills base for the Gold Coast relative to Queensland and Australia features:

<sup>11</sup> In relation to 1996, there will be small differences between the Times Series data and the more detailed cross classifications for 1996 due to the different basis of the Census count. The former is as enumerated on Census night (ie where residing on Census night) and the

- Gold Coast “skills” have increased from being well below those of Queensland in 1986 to being broadly comparable by 1996.
- Both Gold Coast City and Queensland “skill” levels were and still are significantly below those of Australia.
- Gold Coast has a high proportion of persons with trades skilled.

**Table 7.4 Skill Levels 1996 (%)**

	Gold Coast	Queensland	Australia
Low Skills <sup>1</sup>	20.4	19.3	17.6
High Skills <sup>2</sup>	19.5	23.7	26.4
Trades Skills	14.8	13.7	13.1

1 Includes Elementary Clerical/ Service plus labourers & related

2 Includes Managers & Administrators plus Professionals

## 7.4 IMPLICATIONS ARISING FROM EMPLOYMENT STRUCTURE

The Gold Coast has very high proportion of employment in industries and occupations with high levels of casual, part-time or weakly attached employment, such as Culture and Recreation, Accommodation, Construction and Retail industries and Intermediate and Elementary Clerical, Sales and Service occupations. These industries and occupations tend to have higher mobility rates and somewhat lower stability of employment.

The industry and occupational structure is compounded by the business structure with high proportions of very small business. Managing transitions in this very flexible business and employment environment are likely to require more resources than in those areas with more stable employment structures.

latter on a usual residence basis. In addition concordance issues due to the changes in the industrial and occupation classification between 1991 and 1996 means that the time series data should be used as an indicator only as recommended by the ABS.

## 8 UNEMPLOYMENT

### 8.1 LONG TERM TRENDS

In part due to high internal migration rates, the Gold Coast region has experienced long term above average unemployment rates. In 1996 unemployment rates for the Gold Coast for all persons and for those 15-24 years were well above those for Queensland and significantly above those for Brisbane City.

**Chart 8.1 Age Specific Unemployment Rates 1996**



In 1996, the Gold Coast exceeded the Queensland average by some 20% to 40% depending on the age group and geographic area. In relation to Brisbane City, Gold Coast City unemployment rates were on average more than 50% higher.

Since 1996, the unemployment relativities for those 15-19 between Gold Coast and Brisbane and Queensland have closed and now on most unemployment measures the Gold

Coast is about 10-15 % worse than the other reference areas.

**Table 8.1 Comparative Unemployment Rates 1991-200**

	1991	1991	1996	1996	Dec Q 2000	Dec Q 2000
Area	15-24	Over 15	15-24	Over 15	Over 15	15-19
GCC Part A	24.9	16.2	21.9	13.0	11.0	
GCC Part B	21.0	14.3	19.4	12.5	9.0	
Gold Coast City						19.3
Brisbane City	16.8	9.9	14.1	7.9	7.2	17.0
Queensland	18.7	11.3	16.4	9.6	7.6	17.8
GCC Part A as % of Qld	133%	143%	134%	135%	145%	
GCC Part B as % of Qld	112%	127%	118%	130%	118%	
GCC Part A as % of BCC	148%	164%	155%	165%	153%	
GCC Part B as % of BCC	125%	144%	138%	158%	125%	
GCC Total as % of Qld						114%
GCC Total as % of BCC						108%

Source: ABS Census for 1991 and 1996 and DEWRSB for 2000. Definitions of unemployment are not consistent between the two sources, but comparisons between areas at the one point of time are valid.

Within the Gold Coast City, there is a marked variation in local unemployment rates with very serious unemployment in large pockets at the northern and southern extremes of the City where in 1996 total unemployment was close to 20% and unemployment of the young ranged from 25% to 33%. There were relatively few areas of the Gold Coast where unemployment was below the State average.

While there has been a general decline in unemployment rates on the Gold Coast, the areas with relatively high rates in 1996 were broadly the same areas with high rates in 2000.

The pockets of sustained high unemployment for all persons and for the young are in the northern and southern extremes of the Gold Coast City, from Coolangatta to Palm Beach, in the Eagleby/Beenleigh area and in the older central areas of Southport and Labrador. These are also the same areas that rank lowest on broadly based socio-economic indicators of disadvantage.

**Table 8.2 Unemployment Hot Spots 1996 -2000**

Local Area	Census	Census	DEWRSB
	1996	1996	Dec Q 2000
	15 -24	15 and over	15 and over
Coolangatta	33.7	19.5	16.9
Bilinga			16.7
Eagleby	31.9	22.1	14.6
Palm Beach	26.2	17.5	11.5
Miami	25.9	17.2	10.0
Beenleigh	25.9	17.1	12.5
Burleigh Heads	25.6	15.3	12.2
Labrador	23.9	17.3	12.2
Mermaid Beach	23.8	16.5	7.0
Biggera Waters	22.7	16.2	8.4
Southport	22.7	15.7	13.3
Coombah	21.8	16.4	8.6
Tugan	20.9	14.1	14.2
Kerrydale	19.8	14.8	8.9
Mermaid Waters	18.7	13.3	7.3
Edens Landing	*	*	11.0
Mt Warren Park	*	*	11.8
Windaroo	*	*	11.1
Gold Coast Average	20.0	13.0	9.1
Brisbane Stat. Division			7.2
Queensland Average	16.4	9.6	7.6

Source: ABS Census for 1991 and 1996 and DEWRSB for 2000. \* Below average 1996

## 8.2 IMPLICATIONS ARISING FROM UNEMPLOYMENT

Due largely to the inflow of population, unemployment rates on the Gold Coast tend to be relatively high. While the differential has decreased since 1996, unemployment is still some 10-15% higher than Brisbane and State averages, which in turn are higher than national averages.

Within the context of overall higher unemployment rates for the Gold Coast, there are pockets of extreme unemployment particularly in the Beenleigh/Eagleby area, in the southern Gold Coast and around Southport/Labrador.

## 9 PARTICIPATION IN EDUCATION, TRAINING AND EMPLOYMENT

### 9.1 PARTICIPATION PATTERNS

Analysis of the 15-19 and 20-24 age groups by single year ages for the Gold Coast City at the 1996 Census shows that there were 52,208 young people in the 15-24 year age range, of whom 23,567 were 15-19 and 28,461 in the 20-24 age group. To place the size and importance of this group in perspective, there are more 15 to 25 year olds on the Gold Coast than there are people living in all but the largest 6 urban centres in Queensland. There are more 15 to 25 year olds on the Gold Coast than in all of Mackay and Bundaberg and in Caloundra and Gladstone combined.

The set of tables below provides an overview of the participation of those 15 to 19 in work, education and training.

**Table 9.1 Gold Coast Labourforce Status 15-19 Years (1996)**

Labourforce Status	15	16	17	18	19	15-19
Employed: Full-time	68	243	560	1085	1465	3421
Employed: Part-time	938	1345	1360	1407	1246	6296
Employed: Not stated	73	70	98	94	86	421
Employed: Total	1079	1658	2018	2586	2797	10138
Unemployed looking for: Full-time work	69	210	345	590	705	1919
Unemployed looking for: Part-time work	171	134	133	145	154	737
Unemployed looking for: Total	240	344	478	735	859	2656
Total labourforce	1319	2002	2496	3321	3656	12794
Not in the labourforce	3150	2340	1737	1037	867	9131
Not stated	139	144	125	156	181	745
Overseas visitor	195	223	159	160	160	897
Total	4803	4709	4517	4674	4864	23567

Source: ABS Census 1996.

**Table 9.2 Gold Coast Educational Institution Attending 1996 (15-19 Years)**

<b>Educational Institution Attending</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>	<b>15-19</b>
Secondary: Government	2440	1981	1291	267	64	6043
Secondary: Catholic	508	449	279	48	6	1290
Secondary: Other Non Government	908	838	599	113	24	2482
Total Secondary	3856	3268	2169	428	94	9815
Technical or Further Educational: Full-time	12	76	161	301	245	795
Technical or Further Educational: Part-time	23	48	97	194	263	625
Technical/Further Educational: Not stated	0	3	0	4	5	12
Total Technical or Further Educational	35	127	258	499	513	1432
University/other Tertiary: Full-time	3	4	201	666	743	1617
University/other Tertiary: Part-time	0	0	15	52	67	134
University/other Tertiary: Not stated	0	0	0	0	0	0
Total University or Other Tertiary	3	4	216	718	810	1751
Other: Full-time	14	15	19	46	38	132
Other: Part-time	5	6	24	22	26	83
Other: Not stated	0	0	0	0	3	3
Total Other	19	21	43	68	67	218
Not attending	356	766	1418	2595	2997	8132
Not stated	340	302	250	206	225	1323
Overseas visitor	195	223	159	160	160	897
Total	4804	4711	4513	4674	4866	23568

Source: ABS Census 1996.

**Table 9.3 Gold Coast Age Left School 1996 (15-19 Years)**

<b>Age Left School</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>	<b>15-19</b>
14 years and under	115	117	107	127	102	568
15 years	286	475	406	405	414	1986
16 years	0	335	778	867	865	2845
17 years	0	0	665	1944	2042	4651
18 years	0	0	0	555	875	1430
19 years and over	0	0	0	0	74	74
Still at school	3757	3221	2134	402	79	9593
Never attended school	3	3	6	3	4	19
Not stated	447	335	262	213	249	1506
Overseas visitor	195	223	159	160	160	897
Total	4803	4709	4517	4676	4864	23569

Source: ABS Census 1996.

It is not possible to provide a comprehensive update to this data set, but for a sense of scale, the number of people in the 15 –19 and 20-24 age groups increased by about 15% from 1996 to 2001. Over this time period Apparent Retention Rates increased marginally and youth

unemployment has fallen. Subject to these factors, the broad patterns are likely to be generally similar in 2001 as they were in 1996.

## **9.2 IN EDUCATION AND TRAINING**

### **9.2.1 SCHOOLS**

An estimated 22,000 students attend secondary school on the Gold Coast, about 62% at Government Schools, 13% at Catholic Schools and 25% at other Non Government (Private) Schools. About half the students are over 15 years. To place these numbers in perspective there are more secondary school students on the Gold Coast than there are people living in either Mt Isa or in Maryborough.

Apparent retention rates (year 8 to 12) for Gold Coast Government schools areas (except for Beenleigh State High School) are about average for the Brisbane metropolitan, and above the State average. There is the possibility that the high net migration levels of school age people to the Gold Coast inflates the apparent retention rates above “real” levels that would be the case if tracking of individual students was undertaken. Progression rates from one year to the next show a drop off of about 10% per year.

Data on destinations of school leavers from State High Schools is not good. While collected it needs to be more systematic, rigorous and comprehensive to be useful. The GCYCF can provide a very useful service in working with schools to improve the destination data.

The introduction of VET courses at secondary schools has been a major success for Queensland and for schools on the Gold Coast.

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## **9.2.2 TERTIARY EDUCATION AND TRAINING**

The Gold Coast had a higher proportion of its population attending TAFE relative to Queensland but lower than the Australian average. For University and other tertiary institutions, the Gold Coast was well below both Queensland and Australia despite relative increases from 1991 to 1996.

Based on the QTAC data it is likely that some 35% of Gold Coast year 12 school leavers proceed to University or TAFE.

Direct entry of year 12 students has developed as a priority for Gold Coast TAFE, but as yet the numbers are not high.

## **9.3 APPRENTICESHIPS AND TRAINEESHIPS**

### **9.3.1 MID 1990S TRENDS**

The ABS Census does not separately identify Apprentices and Trainees, but the Department of Employment (DET) , previously DETIR, maintains records of apprentices in training. Earlier data covering the mid-1990s is provided below.

The summary information for the Gold Coast is provided below in terms of the number of new Apprentices and Trainees by type of employer.

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**Table 9.4 Gold Coast New Apprentices and Trainees 1995, 1996 and 1997**

	1995	1996	1997
<b>Apprentices</b>			
Group Training Scheme	201	169	160
Local Government	1	6	3
Private Sector	643	523	573
State Government	1	0	2
<b>Total</b>	<b>846</b>	<b>698</b>	<b>738</b>
<b>Trainees</b>			
Commonwealth Govt	11	41	18
Group Training Scheme	28	258	448
Local Government	5	3	34
Private Sector	502	1041	1884
State Government	11	12	126
<b>Total</b>	<b>557</b>	<b>1355</b>	<b>2510</b>

Source: DETIR Delta System.

Over the three-year period, the number of new Apprentices has remained relatively stable, but there was a significant increase in the number of Trainees, through 1996 and 1997. While 738 new apprentices and 2510 new trainees started in 1997 in the Gold Coast, 617 apprenticeships and 865 traineeships were cancelled or withdrawn in the same year.

As most Trainees in the previous traineeship system lasted one year it is possible to “track” starts in 1996 with completions in 1997. The results for the major occupational areas are provided below:

**Table 9.5 Traineeship Scheme Effectiveness**

Occupation/ Traineeship	1996 Starts	1997 Completions	% Complete
Elementary Sales	479	151	32
Intermediate Clerical	320	174	54
Intermediate Service	207	59	28
Science, Engineering Prof	137	55	40
Business Admin Assoc Prof	117	23	19

Source: DETIR Delta System.

The DETIR database showed that there appear to be serious problems in the conversion of the training effort, resources and funds into improvements in the skill base of the Gold Coast and indicates a significant weakness in the effectiveness of the training effort.

Over recent years there has been a concerted program to increase the retention and completion rates for Apprentices and Trainees

### **9.3.2 RECENT TRENDS**

More recent data on Apprenticeships and Trainees on the Gold Coast is provided by the National Centre for Vocational Education Research shows the following trends for the period 1997 to 2000:

- Commencements increased from 3557 to 4790 (+35%).
- Cancellations and Withdrawals increased from 1538 to 2042 (+33%).
- Completions increased from 1125 to 2042. (+79%).
- Those under training increased from 15412 to 23486 (+52%).

While the overall increase is encouraging the continuing high Cancellations and Withdrawals is of concern. In 2000, Cancellations and Withdrawals were running at 43% of Commencements and 62% in Trades and related occupations. This means that the issues of managing successful transitions do not finish when an Apprenticeship or Traineeship is commenced and that the Forum should engage with the VET sector on addressing this issue.

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## **10 SERVICE PROVISION AND PATHWAYS**

### **10.1 COMMUNITY FRAMEWORK**

Risk of not successfully completing school or the school to work or further education and training transition is linked with a wide range of other personal and community disadvantage. While education, employment and training is not the prime focus of the broader community based safety net, the issues cannot be separated. Basic issues of survival, health, nutrition and life skills underpin progression through school and the post school transition. For these reason the broader community safety net is considered briefly.

Within the context of the local focus for the Scan, general Commonwealth or State programs and services that apply equally in all areas are not considered in detail.

At the local level, the provision of services to youth on the Gold Coast is very broad. The Gold Coast City Youth Directory provides a comprehensive listing of all youth services and activities in the City.

The current (1999) directory lists many organisations providing Youth Community and Human services and facilities. Supporting these services there is a wide range of Commonwealth, State, Local and community organisations. The major categories, with numbers of service providers in each category are provided below, however there are overlaps with a number of organisations providing services in more than one area.<sup>12</sup>

- Accommodation and Housing (25).
- Correctional Support (6)

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<sup>12</sup> Gold Coast City Youth Services Directory. 1999.

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- Legal Services (5)
- Domestic Violence/Sexual Assault (6)
- Food and Clothing (10)
- Counselling and Mediation Services.(21)
- Substance Abuse (14).
- Aboriginal and Torres Strait Islanders (4)
- Mental Health (8)
- Physically and Intellectually Impaired (11).
- Infant Health (6).
- Sexual Health (12).
- Men's Services (9).
- Women's Services (20).

Within the broader community sector, the Integrated Response to Youth at Risk, The Youth Task Force and Youth Network are the major Gold Coast based coordinating mechanisms.

While there are many programs, services and organisations, most report that resources are limited, demands outstrip supply of services and facilities, there are waiting lists, that better coordination is needed and more secure longer term funding is required. The pattern in the Gold Coast is unlikely to be significantly different from most other large metropolitan centres, except that the high inflow of young people without family support networks is likely to increase demands.

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## **10.2 TRANSITION AND RISK MANAGEMENT SERVICES**

### **10.2.1 SCHOOLS**

Schools provide the front line intervention, risk assessment and risk management intervention. The priority toward increased retention rates will need to see a further substantial increase in resources and priority in this area. Without adequate resources, the policy of increasing retention rates is at risk.

The introduction of VET streams into schools is a major success story, with performance in Queensland leading all other States. Gold Coast High schools have placed a priority on this initiative and have developed relationships with TAFE, private training providers, employers and with Group Training organisations.

Understandably the focus within the schools system is directed within the school and to pupils at school. The concept of transition process ownership as outlined in Section 2 will require more attention beyond the school boundaries and to the transition process after school. Two areas that require attention are better, more comprehensive and systematic destination data on school leavers and more effective monitoring systems to provide real rather than apparent retention rates.

In addition there is a view that Transition managers in schools are overworked, under resourced and without sufficient “clout” in the school system. This indicates that there is further progress to be made to ensure that the transition system is integral to the school system, not just “bolted on” to the existing system.

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### **10.2.2 SCISCO**

The South Coast Industry Schools Coordinating Organisation (SCISCO) provides transition services for 23 Secondary Schools on the central and southern Gold Coast and one in Tweed.

SCISCO is a non-profit organisation linking the secondary schools with industry. SCISCO implements the Jobs Pathway Program and the Workplace Learning Program.

The Jobs Pathway Program is funded by the Federal Government through the Department of Education Training and Youth Affairs. The Program provides an integrated approach to assisting students with the transition from school to work and further training.

The Workplace Learning Program is funded by the Enterprise and Career Education Foundation (ECEP). This program assists year 11 and 12 students to gain structured workplace training. The placements in industry form an assessable component of their accredited vocational studies.

SCISCO's Member Schools include:

- All Saints Anglican School
  - Emmanuel College
  - Coomera Anglican School
  - Hillcrest Christian College
  - St Hilda's School
  - A B Paterson College
  - Robina SHS
  - St Michael's College
  - Aquinas Catholic College
  - Palm Beach Currumbin SHS
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- Trinity Lutheran College
- Coombabah SHS
- Merrimac SHS
- Miami SHS
- Southport SHS
- Elanora SHS
- Nerang SHS
- Benowa SHS
- Lindisfarne Anglican School
- St Andrew's Lutheran College
- Marymount College
- Kings Christian College

SISCO assists about 1000 students per year of whom some 300-400 are considered at high risk. SCISO advise that it is presently meeting only about half of the existing need.

SCISCO has very high success rates with its services with clients moving to full and part time work, Apprenticeships, post secondary training and return to school.

### **10.2.3 BEENLEIGH INDUSTRY TRAINING NETWORK**

Beenleigh Industry Training Network (BITN) provides Structured Workplace Training for 3 northern Gold Coast High Schools, Beenleigh and Windaroo Valley State High Schools and Trinity College. BITN offers an excellent program, but is seriously constrained by limited resources.

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BITN stated that the demand exists for several times the level of service of students in year 11 and 12 VET streams that are currently provided for under existing contracts.

Like SCISCO, BITN reported considerable success in destination outcomes for their students, in terms of completion of certificates and moving into full and part time work.

#### **10.2.4 GCIT YOUTH PROGRAM**

The Youth Program at the Gold Coast TAFE is designed for those students suspended or excluded from schools. There are two categories of programs, those for students under 15 years and those 15 to 18 years.

The under 15 program is funded by mainly by schools and the over 15 program by the State as part of funding to Gold Coast TAFE.

The programs in total cater for about 200 students per year. Gold Coast TAFE reports a 70-80% success outcome rate in terms of students returning to school, to other TAFE courses or to part or full-time work.

Gold Coast TAFE staff estimate that if resources were available a program about three times the existing one could be filled.

#### **10.2.5 EAGLEBY LEARNING CENTRE**

The Eagleby Learning Centre (ELC) is located in the Eagleby/Beenleigh area, one of the most disadvantaged on the Gold Coast. ELC is part of Education Queensland and is unique in that it offers a range of literacy and numeracy programs for those attending school and early school leavers seeking to upgrade their qualifications. In addition the ELC offers a limited range of adult and community education type programs similar to those offered by the TAFE system.

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Currently ELC does not offer a program similar to the youth Program offered by Gold Coast TAFE as a safety net for those students suspended or excluded from schools. The Gold Coast TAFE reports that it receives inquiry from the Beenleigh and Eagleby areas, but is not able to meet those needs.

### **10.2.6 JPET PROGRAM**

Three Job Placement, Employment and Training Program providers cover the Gold Coast at least in part. They are Youth and Family Services (Logan City) Inc, covering Logan City and the northern Gold Coast, Twin Towns Employment Enterprises covering northern NSW and the southern Gold Coast and Epic Community Service covering the central area of the Gold Coast City.

Data is available for each of the service providers but a comprehensive picture for the Gold Coast City is not possible because of the boundary issues.

### **10.2.7 AREA CONSULTATIVE COMMITTEE**

The Gold Coast and Region Area Consultative Committee (GCRACC) is not directly involved in transition issues, but has an overview role in relation to Federal employment issues. The GCRACC operates as a two way communication channel between government, business and local communities and has facilitated much of the early development of the Gold Coast Youth Commitment Forum. The GCRACC covers all Gold Coast City and Beaudesert Shires.

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### **10.2.8 JOB NETWORK AND NEW APPRENTICESHIP CENTRES**

The Job Network members and New Apprenticeship Centres are key players in the employment services market on the Gold Coast.

There are 14 Job Network providers and five New Apprenticeship Centres on the Gold Coast providing services from 11 suburbs from Beenleigh to Coolangatta.

### **10.2.9 NETWORKS AND COORDINATING YOUTH ORGANISATIONS**

A number of organisations provide coordinating services to young people at risk and the agencies that serve these people including Integrated Response Youth at Risk, Youth Services Task Force and Youth Network.

The Gold Coast Education and Training Network is supported by the GCCC and is mainly involved in the development and marketing of the education industry.

### **10.2.10 CENTRELINK**

Centrelink provides services on behalf of a wide range of Commonwealth agencies. Data from Centrelink on Newstart Allowances in respect of young people 15-24 years seeking accommodation and unable to live at home shows another measure of those at risk. In mid 2001, there were 1394 people in receipt of the benefit, most of whom (920) left school early.

The main features were:

- 256 left school by year 9.
  - 478 left school by year 10.
  - 186 left school by year 11.
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- Geographically the recipients were concentrated in Beenleigh/Eagleby (300) and Southport/Labrador (219).

### **10.3 ASSESSMENT**

The risks of school to work transition cannot be separated from the issues of general personal and community risk particularly where there are special risk factors more prevalent on the Gold Coast arising from the transient population base and less well developed family support structure. There is however a need to focus on the education, training and employment dimensions of the general risk.

In the latter area the picture is one of good programs, well run, with good outcomes but with inadequate resources. Against an annual flow of some 5000-6000 school leavers, of whom some 1500 are early school leavers, existing programs catering with high risk students account for about 700 (based on annual through puts of 300-400 at SCISCO, 150 at BITN and 200 at Gold Coast TAFE). This assessment supports the contention of service providers that each would need to provide a level of service two to three times that presently provided to meet needs of the high risk group.

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## **11 RISK ASSESSMENT**

### **11.1 RISK OF NON PARTICIPATION**

For those 15 –19years, the major indicators of risk and the quantification of the high-risk groups from the 1996 Census were:

- 2656 were unemployed, including 1062 15-17 year olds.
- The high apparent drop out rate from those attending secondary school from 3856 15 year olds to 2169 17 year olds, a decline of 1687.
- Rapid reduction of the population 15-19 participating in an educational institution (mainly secondary schools) from 95% of 15 year olds, 88% of those 16, 78% of 17 year olds and 65% of 18 year olds.
- Higher drop out rates for those at Government secondary schools, declining from 2440 15 year olds to 1291 17 year olds, a drop of 1149.
- 2549 15 to 17 year olds not attending any form of educational institution, including 1122 15 to 16 year olds.
- 5399 15 to 19 year olds who left school at 16 years or younger (23% of the total).
- The 3643 in the 15-17 age group engaged in part time work are likely to experience low pay, uncertain hours and limited prospects.
- Continuing high drop out rates for Apprentices and Trainees.

Although suggestive only, there is the possibility of a risk group of 15 to 19 year olds that covers the “not stated” answer for labourforce status (745), for educational institution attending (1323) and for age left school (1506).

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For those 19 to 24 the main risk indicators include:

- 4216 were unemployed.
- 9408 left school at 16 years or under (33% of the total in the 19-24 age group)

In addition, the ABS estimates that about 100,000 people experienced various forms of homelessness in Australia as at the 1996 Census. It is not known how many of these were on the Gold Coast, but an equal per capita share would suggest some 2000 for the Gold Coast. Although not known, it is likely that Gold Coast would attract more than a “fair share” of the homeless and that a reasonable proportion of these would be young people attracted to the glitz and glamour of the Coast. The Centrelink data showing that there are some 1350 young people 15-24 years in receipt of the homeless allowance adds further evidence to the scale of this problem and the bundle of associated risks.

## **11.2 RISK OF SERVICE CAPACITY**

Three key issues were identified in the consultation with service providers and the analysis of their data. The first is a within organisation issue of not having the resources to adequately deal with the client base. Illustrative of this are comments from Gold Coast TAFE Youth Program, SCISCO , BITN and other community groups that each organisation recognised that there was a much larger client base to service but were not able to meet the needs due to funding constraints. In some cases the response is to spread the available resources thinner, to have waiting lists and in other cases by not servicing the additional demand.

BITN is funded to meet only about a third of the demand. The Gold Coast TAFE Youth Program considered that there was a potential demand several times that currently provided. SCISCO estimated that the demand was roughly double their existing capacity.

Paradoxically at the same time as needs could not be met, there was the risk of duplication, particularly with the possible introduction of transition managers, into areas where the partial provision of this service is already provided.

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Most service providers recognised that there was the need for much better coordination, as without this there was the risk of duplication, overlaps and gaps.

### **11.3 RISK OF EXCLUDING PARTS OF THE TRANSITION PROCESS**

Employers play a key role in the transition process. However, there are future risks to the transition process and to GCYCF's objectives unless there is a much greater commitment by the business community and employers to the Forum's Vision and objectives.

There needs to be ownership of and commitment to all stages of the transition process, whereas presently most focus is on the front end of ensuring higher school completion rates.

### **11.4 CONCENTRATED RISK AREAS**

The risk of not proceeding with school or further training is often embedded in the community in which a young person lives. On the Gold Coast as with other cities there are concentrations of high-risk areas.

The ABS Index of Relative Disadvantage encapsulates weighted indicators including dependent age structure, unemployment, one parent families, indigenous background, school participation at 16 years, labour force participation, qualifications and per capita household income.

Against an index of 1000 for Australia, Queensland ranks among the lower states at 988, Gold Coast Part B also at 988 and Part A at 947. Within Gold Coast Part A, Eagleby has the third lowest ranking of any urban area at 832 (only Inala and Wacol in Brisbane are lower urban area scores). The three areas only exceed the very lowest rural and remote area of Arukun, Torres, Burke and Carpentaria Shires.

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The areas with the lowest ranking on the Gold Coast are the same areas with the highest youth unemployment (although this is not a direct element of the index) of the Coolangatta to Palm Beach strip, Beenleigh/Eagleby area and the older Southport/Labrador area. The table below highlights these areas relative to the Gold Coast, Brisbane, Queensland and Australia.

The Table also shows the proportion of 16 year olds at school, and again there is a close relationship between the areas of disadvantage, high youth unemployment and low school participation. It is these areas that the greatest risks occur and therefore are likely to benefit most by active transition management intervention or better resourcing of existing programs.

**Table 11.1 Index of Relative Disadvantage**

1996 Census	Index	% 16 year olds at school		Household income per capita	
		% of Qld	% of Qld	\$	% of Qld
Australia	1000				
Queensland	988	100%	78.4	100%	293
Brisbane City	1034	105%	81.7	104%	313
Gold Coast City Part A	947	96%	76.2	97%	252
Beenleigh	888	90%	76.1	97%	241
Eagleby	832	84%	60.7	77%	195
Gold Coast City Part B	988	100%	78.4	100%	296
Bilinga	887	90%	57.1	73%	259
Coolangatta	889	90%	75.0	96%	263
Palm Beach	924	94%	74.0	94%	275
Miami	928	94%	64.6	82%	288
Labrador	907	92%	72.1	92%	259
Southport	943	95%	81.7	104%	285

Source ABS

All the available indicators point to the same areas of greatest disadvantage and highest risk as being Beenleigh/Eagleby, from Palm Beach to Coolangatta and around the Labrador and Southport areas.

## 11.5 RISK OF NOT MANAGING GROWTH

Due to the scale of likely increases in demand for transition services over the next 10 years there is a risk of not managing the growth in the likely customer base.

The key assumptions in this assessment are:

- Queensland Government population projections for the Gold Coast over the next 10 years will be achieved.
- Queensland Government objectives for increased year 12 achievement will be achieved predominantly in the school system

If the above are achieved, the impacts on Gold Coast in the period 2001 to 2011 will be:

- Increased Total Population (+ 26% or 105,000)
- Increased School age people (+ 23% or 6,100)
- Increased School attendance as a result of the retention policies (+31% or 7,600)

An increase in school attendance of some 7500 is equivalent to 5 secondary schools at 1500 pupils each over the next 10 years. Alternatively if some of the increased achievement takes place outside the school system, then the support systems need to be in place.

It is clearly good that young people stay at school longer as it reduces the risks in the transition process but the facilities need to be provided somewhere in the education and training system and the transition still needs to be managed. Demands on schools and transition managers are likely to be disproportionately large. There are also major implications for TAFE, VET in schools programs and RTOs.

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## **11.6 CITY STRUCTURE, EMPLOYMENT AND TRANSPORT**

### **11.6.1 TRANSPORT**

The Gold Coast City is a new city based on multi-nodal centres and dependent on private transport. This pattern contrasts with older cities with radial transport systems. The consequence for the Gold Coast is that the area is dependent on private transport and that public transport away from the linear railway and beach corridors is poor. Public transport usage in journey to work trips on the Gold Coast is low.

In a GCRACC survey of Federal and State members, local government, community leaders, Job Network members and business groups on employment issues facing the region, the poor public transport was one of the major inhibitors to the development of the region and the provision of satisfactory employment and training outcomes.

Young people already at risk for a wide range of reasons and without private cars and relying on public transport for training and jobs face particular risks in the transition process. For those marginally attached to employment or training, the burden of poor and costly access can tip the balance away from participation.

### **11.6.2 JOBS BALANCE**

There are major risks that there are insufficient jobs or there is poor or costly access to employment and training opportunities. The northern and southern ends of the Gold Coast have the least jobs relative to the population and labour force, while the central areas are in general balance.

The areas with highest youth and total unemployment and with the lowest socio-economic status are those areas of the Gold Coast where the population to jobs balance is worst, that is people already most at risk have furthest to travel often on poor public transport to obtain employment and training.

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## **11.7 IMPLICATIONS ARISING FROM RISK FACTORS**

The major risk factors are the impediments to successful transition and include:

- Inadequate number of jobs in relation to needs.
- Poor distribution of jobs relative to population location.
- Inadequate or costly access to jobs and training including poor public transport.
- Increase in demand outstripping capacity.
- Lack of coordination, and “agency fatigue” among young people.
- Lack of employer support for the transition process, including taking too short a perspective of the benefits of training.

The Forum needs to manage these risks to ensure better outcomes for young people. In addition the Forum needs to be adequately resourced to achieve its strategic intent and to have a structure that addresses its charter, priorities and operations.

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## **12 MONITORING AND EVALUATION**

### **12.1 TARGETING PRIORITY AREAS**

Indicators used in this Report, those proposed by the OECD in Section 3, DEWRSB small area unemployment data, schools' retention rate data, Centrelink data on beneficiaries and the types of data used systematically for the Queensland Government Community Renewal program will provide a good targeting system. Most of these have been considered in the Scan.

While seeking to identify and monitor a broader set of needs and risks under the Queensland Government Community Renewal Program, the local area indicators monitored:

- Justice System related
- Unemployment
- Education
  - Year 5 and 7 literacy and numeracy
  - Retention (8-12, 10-12)
- Health related
- Housing tenure (Public, Private rental)

### **12.2 PROGRAM MONITORING**

Service Providers including those providing transition services, currently meet stringent performance monitoring requirements. If financial assistance is provided to GCYCF to provide or facilitate the transition process, then no doubt it will have to meet all similar stringent reporting and accountability requirements.

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## 12.3 EVALUATION

The test will be whether the Forum's strategic intent has been met, that is:

- More young people completing year 12 or equivalent.
- Lower youth unemployment.
- More young people undertaking further education and training.
- Fewer young people at risk.

Clearly the Forum cannot be solely responsible and accountable for these outcomes, as the outcomes result from many factors. The Forum does have the opportunity to galvanise other agencies towards the achievement of the above objectives.

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## 13 RECOMMENDATIONS

The recommendations are based on the data and analysis in the report and include:

- A new customer oriented perspective of the transition process is required.
  - Reliance on institutions is necessary, but in itself will not be sufficient to drive the process.
  - There must be a systematic approach to the transition issues not an internal institutional approach.
  - Some transition needs are best addressed within institutions, but others require a broader coordinating roles.
  - The GCYCF must own the coordination of the process on behalf of the customers proceeding down its path.
  - The data issues must be addressed.
  - Areas of greatest need require priority.
  - Simple yet effective monitoring and evaluation systems are required.
  - The Forum needs to obtain more broadly based support, particularly from the business sector and employers.
  - The geographic scope should be inclusive of all the Gold Coast, particularly areas of high need in the northern and southern ends of the city.
  - Funding is necessary from relevant Federal, State and local Government programs for resources to coordinate the transition program, possibly from the recently announced Pilot Programs.
  - The effectiveness of existing transition programs should be evaluated and adapt models that work adapted to local conditions.
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- The Forum needs to be well resourced and structures established appropriate for its operations.

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