Australia Pre-Budget Submission 2014-2015 Federal Budget





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Opening Message

'Now that we have happened upon more fortunate times, let us recognise that we are our brother's keepers, and set to work, regardless of party distinctions and religious differences, to make this world of ours a little bit more like home for those whom we call our brethren.'

William Booth (1890)1

Despite the growing levels of prosperity providing increased living standards and opportunities across most of Australia, disadvantage due to poverty, deprivation, low capabilities and opportunities and marginalisation continue to persist in our communities. The Salvation Army Australia sees this human face of disadvantage on a daily basis, and is concerned that increasingly this face is represented by children.

Operating in Australia for over 130 years and as one of the largest national providers of welfare and social support, The Salvation Army Australia has a long and significant history of working with the most disadvantaged and marglinalised members of our community. It is with this background that The Salvation Army calls on the Federal Government to consider the needs of those who are disadvantaged. We should not aim for the restoration of the nation's budget at the expense of these individuals and families.

Whilst recognising the Federal Government's imperative to rationalise expenditure during periods of challenging national and international economics, The Salvation Army's imperative is to continue to advocate for a more just and equitable approach to addressing the current challenging fiscal climate.

As William Booth stated, in these more fortunate times The Salvation Army will continue to seek priority for those on the margins and for those who are voiceless. The Salvation Army believes that the social, economic and spiritual potential of those whose lives are at the greatest risk of disadvantage and poverty, homelessness, unemployment and disengagement can be transformed through:

- A thorough review of the current tax and transfer system
- Strengthening the social safety net, and
- Providing greater opportunities and pathways for low income households.

In its election policy platform, Our Plan: Real Solutions for all Australians, the Coalition Government stated its aim to deliver 'a decent and respectful society that gives a "fair go" to all and encourages people to thrive and get ahead'(p.9). As an advocate and service provider to the most marginalised and voiceless of our communities The Salvation Army Australia welcomes this agenda and presents the following key priority statements for consideration in the development of the 2014-2015 federal budget. The Salvation Army urges the Federal Government to continue to invest in people who are most in need within the Australian community to ensure they, and their children, can fully participate in and make a positive contribution to our country.

The following key statement areas represent the priority concerns for The Salvation Army:

- Reducing the impact of disadvantage
- Housing and homelessness
- Alcohol and other drugs services
- Family and domestic violence
- Aged care
- Employment opportunities
- Asylum seekers and refugees.

The Salvation Army is uniquely placed to work together with the Federal Government to identify emerging trends and current issues facing our most marginalised citizens. The Salvation Army's national Service and Mission Information System (SAMIS) collects considerable data on clients from funded and non-funded programs, providing regular and up-to-date information on service usage and client presentation trends and variations. In addition, The Salvation Army's annual National Economic and Social Impact Survey (which recorded 2,700 responses in 2013) provides unique insights into the experiences of Australians who are struggling to make ends meet on a daily basis.

The Salvation Army welcomes the opportunity to engage and work with the Australian Federal Government in further discussions about these issues and to bring an active voice for the marginalised community to the table.

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Commissioner Floyd Tidd Territorial Commander

Australia Southern Territory

Commissioner James Condon Territorial Commander

Australia Eastern Territory

About The Salvation Army

The Salvation Army is an international movement, recognised as part of the Christian church, and one of the world's largest Christian social welfare organisations. It has more than 1,680,000 members at work in 126 countries and is supported by the efforts of many thousands of employees and volunteers.

Operating in Australia since 1880, The Salvation Army is one of the largest national providers of welfare services, and is the largest provider of homelessness services in Australia. The Salvation Army has a significant history of working with and advocating for the rights and needs of disadvantaged people in our community. Consistent with our values of human dignity, justice, hope, compassion and community, The Salvation Army is committed to the promotion of social justice and the protection of the rights of disadvantaged people.

The Salvation Army, with an annual operating budget of approximately \$700 million, provides over 1,000 social programs and activities through a network of social support services, community centres and churches across the country.

Key services provided by The Salvation Army Australia network include:

- Accommodation and homelessness services
- Aged care services
- Children and youth at risk programs
- · Drug and alcohol support and treatment services
- Education, training and employment support services
- Family and domestic violence support and accommodation services
- Financial counselling and assistance
- Material aid and emergency relief
- Migrant and refugee services
- Out of home care services, and
- Personal counselling and support.

The Salvation Army Australia has an established reputation for providing these services across the spectrum of disadvantage - working with individuals and families impacted by poverty, deprived of opportunities and activities considered part of everyday Australian life. The Salvation Army works with individuals who, due to life experiences and events, have inadequate education and training, poor health, and a sense of powerlessness that compromises their capabilities and opportunities to participate in the community.

1. Reducing the impact of disadvantage

In 2009, 13% of the Australian population was classified as being in relative income poverty. In 2009–10, government pensions and allowances were the main source of income for 1 in 4 households.²

AIHW (2013)

KEY PRIORITY AREAS

The Salvation Army is asking the Australian Government to consider the following key priority issues.

Reducing the impact of disadvantage - adequate income support

The Salvation Army urges the Federal Government to:

- Utilise the welfare review agenda to:
 - Examine more productive measures to increase individual participation in education, training and employment that are skills based, employment orientated and of real work value
 - Ensure that the tax and tax transfer system is equitable, just and appropriately targeted, with particular emphasis on low income families and those who are marginalised and disadvantaged within our community
- Recognise the significant role and financial input provided by charitable and not-forprofit organisations in the provision of emergency relief to individuals and families.
 Recognise that emergency relief contributes to the income support safety net that ensures these individuals and families can achieve an adequate standard of living
- Increase the basic rate of social security allowance payments by a minimum of \$50 per week
- Index social security allowance payments to wage movements as well as inflation to prevent the gap between pensions and allowances growing
- Re-direct the School Kids Bonus into higher Family Tax Benefits for low income families.

Doorways emergency relief and case management staffing

- The Salvation Army Australia strongly supports the continuation and expansion of funding for emergency relief
- The Salvation Army Australia strongly endorses support for funds to expand the provision of case management within emergency relief services as a core component to changing the trajectory of individuals entrenched in disadvantage or experiencing situational crises
- The Salvation Army Australia calls on the Federal Government to support the national expansion of The Salvation Army's Crisis Referral Information System.

Financial Counselling

The Salvation Army calls on the Federal Government to:

- Continue its commitment to financial counselling and support the expansion of funding of financial counselling services across the country
- Continue and expand funding for the related No Interest Loans Scheme (NILS).

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In 2013, The Salvation Army provided over one million occasions of service to people in need, including the provision of emergency relief to more than 230,000 people and over 100,000 meals. The Salvation Army Emergency Relief services provide the safety net for many within our communities who are struggling to make ends meet. In 2012-13 financial year, The Salvation Army contributed approximately \$18 million of its own funds to support its 237 emergency relief and community support services across Australia. Indeed, many individuals and families rely upon The Salvation Army, and other charitable and not-for-profit organisations, for material and financial aid to top up inadequate income support payments.

The Salvation Army has been an active voice in the national campaign to bring recognition to the inadequacy of current income support allowances in both supporting an adequate standard of living and as a measure to encourage workforce participation. The Salvation Army firmly believes that now is the time to consider changes to the current taxation system with the view to ensuring that tax transfers are more equitable, just and appropriately targeted. On so many levels, including support for low income families, alcohol taxation, aged retirement, and housing taxes, the current tax system does not serve marginalised individuals and families of Australia well and requires review and adjustment.

In the 2013 Economic and Social Impact Survey (ESIS)³, The Salvation Army Australia presented a bleak snapshot of the lives of people accessing emergency relief services. The common presenting scenario for the majority of these individuals and families was the constant struggle to maintain an 'adequate' standard of living with restricted incomes. These individuals and families have no existing safety net of emergency savings.

ESIS 2013 showed that:

- 90% of respondents indicated that they were receiving income support payments
- 92% of respondents reported not having access to up to \$500 if they experienced an emergency
- 66% reported cutting down on basic necessities
- 51% of respondents had gone without meals due to financial hardship
- 58% reported having to delay payment of utility bills
- 30% reported delaying rent or mortgage payments.

The Salvation Army is particularly concerned that nearly 3,000 children were represented in the ESIS survey, with over a third of households being led by single parents. Almost half of the families represented were in receipt of the Newstart Allowance. The Salvation Army is concerned that too many families and children are living below the poverty line and in disadvantage and poverty.

Our research, supported by research undertaken by ACOSS and other not-for-profit services, argues strongly that the inadequacy and inequity of payment rates increases the level of disadvantage and deprivation experienced by a core component of our client group who are already significantly marginalised.

The Salvation Army recognises and supports employment as a critically important factor that supports people to move out of disadvantage and poverty. Salvation Army research indicates that people do want to work but that current circumstances, lack of education, capacity and opportunity present significant barriers. The Salvation Army supports Federal Government policy directions to boost workforce participation, but not at the expense of those who are disadvantaged. The Salvation Army cannot support measures that provide little real work value or real work based training. The Salvation Army also does not support punitive and paternalistic approaches that do little to empower or support an individual's transition to employment. The Salvation Army would welcome the opportunity to discuss with the Federal Government policy and program options and initiatives that will make a real and practical difference to individuals.

³ The Salvation Army Australia (2013a) It's not asking too much...The economic and social impact of cost of living pressures on people accessing emergency relief. The Salvation Army, Blackburn, Melbourne.

Of specific concern is the immediate and long term impact a parent's low income has on the children. We know from The Salvation Army's annual national Economic and Social Impact Survey (2012 and 2013) that children are regularly missing out on social and school based activities, and do not have up-to-date school books and uniforms. The Salvation Army argues strongly against budget cuts that will further disadvantage and disenfranchise those on low income who are reliant on income support within the community, and that will specifically disadvantage children.

The Salvation Army supports and acknowledges that the funding and provision of these services must be provided in an economically responsible and politically sustainable manner, mindful of future demographic and fiscal requirements. However, we do not endorse a system that continues to disadvantage individuals and families, and restricts their abilities and capabilities to become active members within our communities.

Doorways – Holistic, Integrated and Capacity Building: an innovative approach to emergency relief

The Salvation Army's approach to the provision of emergency relief recognises the capacities in every individual and provides an opportunity for them and their family to be empowered, connected and holistically supported. This approach, the 'Doorways' philosophy, promotes integrated service delivery, individual capacity building and a 'hand up, not a hand out' approach to social welfare service provision and support. The Doorways philosophy seeks to work proactively with individuals and families to address the underlying factors leading to disadvantage, persistent deprivation and social disengagement.

The Salvation Army is currently expanding its Doorways philosophy throughout its network of emergency relief and community support services nationally. This represents a significant contemporary response to the provision of emergency relief undertaken by The Salvation Army, and creates both the environment and opportunities for individuals to develop the capabilities to be active members of the Australian community. There are currently a total of 80 sites operating under the Doorways ER model, with services ranging from emergency support and referral to full delivery of integrated services incorporating case management and financial counselling.

Crisis Referral Information System – CRIS

In 2012 The Salvation Army successfully launched its Victoria-wide pilot of the Crisis Referral Information System (CRIS). CRIS is a 'searchable' on-line directory of community support services and other organisations that provides instant access to available services for all Australians in times of need and crisis.

CRIS is a tool that allows individuals to independently navigate and demystify the complexity of a vast network of community service providers.

From a service perspective, CRIS provides significant savings in staff time and creates process efficiencies by enabling quick identification of referral and support options for clients, and promotes opportunities for workers and organisations to work cooperatively to achieve integrated service responses and outcomes for clients.

The Salvation Army is seeking support for the national expansion of CRIS.

The Department of Social Services (DSS) has actively supported the expansion of Doorways case management in ER services. DSS provides opportunity for contracted agencies to apply on a case by case basis for the allocation of a percentage of funding to be utilised to engage case management staff.

Financial Counselling within emergency relief centres

Within this integrated service design, many of The Salvation Army Doorways sites provide access to financial counselling and to the No Interest Loans Scheme (NILS; an alternative, affordable loans program under the accreditation of Good Shepherd Microfinance).

The Salvation Army is a significant provider of financial counselling services in Australia. For many people accessing The Salvation Army emergency relief centres, limited economic resources have placed restrictions on their ability to respond to financial short falls. Without financial risk mitigation measures such as savings, home contents or car insurance, many of these individuals have limited capacity to respond when things go wrong.

It is the experience of The Salvation Army that many people in financial hardship often resort to increasing debt that they cannot afford, borrowing from family and friends or accessing fringe and predatory lenders in a desperate effort to meet their needs because they lack the resources and knowledge of alternatives. The impact of such actions for individuals and their families is increased personal and familial stress and anxiety. The flow-on effect to the community and the broader service sector is also important to consider as people in financial crisis increase their use of emergency relief, social support and health services. Pre-emptive and early intervention through financial counselling has the very real effect of reducing the impact on emergency relief services and the broader health and social service sector.

The Salvation Army research report, "I wish I'd known sooner!"⁴, identified an alarming level of debt held by people accessing financial counselling through Salvation Army services:

'32% of all respondents reported owning debt of \$20,000 or more while the median amount of debt owned was \$5,000 to \$10,000.'

'Women were more likely to owe money for bills associated with running a household (e.g. utilities and Information & Telecommunications services). Men more often struggled to repay money owing on loans (payday and personal) and mortgages (p.2).'

This research report showed that financial counselling is effective and provides measurable, positive outcomes on a range of measures. Further, a critical finding was that seeking financial counselling sooner increases the chances that financial difficulties can be resolved.

The Salvation Army strongly supports financial counselling as a tool for early intervention and individual capacity building within a holistic case management approach to social and economic disadvantage.

2. Housing and homelessness

KEY PRIORITY AREAS

As the largest provider of homelessness services in Australia and with a substantial history in the homelessness and housing sector, The Salvation Army would welcome the opportunity to continue its engagement with the Federal Government in further discussions about the developments and issues related to the following key priority areas:

- Extension of national funding and support mechanisms that focus on the prevention and early intervention to prevent homelessness and the reduction of homelessness
- Review of existing homelessness and housing priorities, with the view to the development of efficient and effective models to tackle homelessness and pathways to housing and training and employment.

The Salvation Army supports the long term commitment by the Federal Government, in partnership with all states and territories, to ensuring that all Australians have access to affordable, safe and sustainable housing.

The Salvation Army calls on the Federal Government to:

 Proactively consider changes to the current tax system and tax transfer system, ensuring it is equitable, just and appropriately targeted, with particular emphasis on housing availability and affordability for low and moderate income earners and those who are marginalised and disadvantaged within our community.

The Salvation Army is the largest provider of homelessness services to individuals and families in Australia, and views homelessness and housing affordability as the most significant challenges impacting its work and facing the sector as a whole. The Salvation Army contributes over \$31 million of its own funds to support its housing and homelessness services.

The Salvation Army's Homelessness across Australia: The Salvation Army Response⁵ report provides the following snapshot of the extent of homelessness services provided by The Salvation Army and the client demographic profile:

- 155 Salvation Army homelessness services operate across Australia
- One out of every eight clients who access all Specialist Homelessness Services (SHS) in Australia accesses a Salvation Army service
- Over 20% of clients accessing Salvation Army SHS services have been diagnosed with a mental health issue
- 44% of clients accessing Salvation Army SHS services identified housing affordability or housing crisis as their main presenting issue
- 25% of clients accessing Salvation Army homelessness services have been homeless for more than six months
- Over 80% of Salvation Army SHS clients identified government support payments as their main source of income.

Underlying the work of The Salvation Army is the understanding that homelessness and housing issues are linked to structural drivers such as poverty, persistent and /or situational disadvantage, and the shortage of available and affordable housing. For many, homelessness is a recurring problem and not one which is quickly or easily resolved.

AIHW (2013)⁶ recently reported a 3% increase in people accessing specialist homelessness services. This report showed that of those who were homeless when presenting (46%),

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⁵ The Salvation Army Australia (2013b) *Homelessness across Australia: The Salvation Army response. A snapshot of Salvation Army homelessness services from 1 July 2012 – December 2012.* The Salvation Army, Blackburn, Melbourne.

⁶ AIHW 2013. Specialist homelessness services 2012-13. Cat. no. HOU 273. Canberra: AIHW.

22% had no shelter or were staying in improvised dwellings, and 35% were in short-term accommodation. More specifically, AIHW reported a 26% increase (from 2011-2012) in the number of clients who had been 'couch surfing' or otherwise living without tenure.

Similar to The Salvation Army experience and data (see ESIS 2013 and The Salvation Army 'Homelessness across Australia, 2013b), the AIHW report showed that indigenous Australians continue to be over-represented in homelessness services. Although representing 3% of the total Australian population, indigenous people represented 22% of specialist homelessness services clients.

The AIHW report also showed that Family and Domestic Violence (FDV) remains a leading cause of homelessness for women, with 32% of all clients receiving assistance from homelessness agencies reporting that they were escaping domestic or family violence. In addition, the report highlighted that 19% of children accompanying a parent into homelessness were under 10 years of age.

Whilst research continues to show that homelessness is a multi-faceted issue that requires multiple service points, many recently published evaluations of National NPAH initiatives show that services have been successful in reducing rough sleeping and improving service delivery and outcomes for people experiencing or at risk of homelessness (i.e. AHURI 2013⁷)

Many homelessness services are currently funded under a transitional version of the NPAH, which expires in June 2014.

Housing affordability

Housing affordability and access remains a national issue and one of the most serious problems for many clients approaching The Salvation Army for assistance. Rising private rental costs and diminishing public housing stock leave few options for those on low incomes. Identified in The Salvation Army's national Economic and Social Impact Survey 2013, and reinforced in its homelessness services snapshot, housing affordability and availability were identified as significant factors negatively impacting the mental health and wellbeing of individuals with already constrained financial capacity.

The Salvation Army supports the ongoing commitment to current measures that seek to deliver affordable housing for low and moderate income earners, and endorses the continuation of such agreements and complimentary measures as essential to ensuring housing availability and security.

Specialist homelessness services provide the bulk of the service response for homelessness in Australia, providing both safety net responses as well as longer term approaches to address issues that may exacerbate homelessness. Current funding measures and funding indexation, however, is not adequate to enable services to meet demand or cover the real costs of service delivery currently and into the future.

Recognising the intrinsic links between low income, housing affordability and risk of homelessness, The Salvation Army emphasises that without an increase in social security allowance payments, rent assistance and national measures that support and drive low cost housing supply, housing stress will continue to increase for people and families on low income, increasing their risk of homelessness.

Aboriginal and Torres Strait Islander people tend to be significantly over represented within Salvation Army services, in comparison to total population. Nationally, nearly 13% of clients accessing Salvation Army services identified themselves as either Aboriginal or Torres Strait Islander. This compares to indigenous people representing 3% of the total Australian population⁸.

⁷ Zaretzky, K. and Flatau, P. (2013) *The cost of homelessness and the net benefit of homelessness programs: a national study,* AHURI Final Report No. 218. Melbourne: Australian Housing and Urban Research Institute.

⁸ Australian Bureau of Statistics. *Australian Social Trends (April 2013) The 'average' Australian*. Cat No. 4102.0 http://www.abs.gov.au/AUSSTATS/abs@.nsf/Lookup/4102.0Main+Features30April+2013#back9

The Salvation Army recognises, however, that housing supply and affordability is not a straightforward area of policy. The Salvation Army would welcome an opportunity to engage with the Federal Government in dialogue about options and measures to support housing for people and families on low income which increases their risk of homelessness.

3. Alcohol and Other Drugs Services

'Every society struggles with drug and alcohol abuse. Australia is no exception. Illicit drugs harm families, damage communities and hinder the capacity of our country to grow and succeed.'

> The Honourable Tony Abbott MP, Prime Minister of Australia (Prime Minister's Message, Australian National Council on Drugs)

KEY PRIORITY AREAS

As a significant provider of alcohol and other drug treatment and support services, The Salvation Army welcomes the opportunity to continue its engagement and work with the Federal Government to build the sector's capacity to respond to the needs of individuals with drug and alcohol issues.

The Salvation Army is committed to working with the Federal Government on the following key priority areas:

- Recognition that alcohol is the major cause of health and social care issues in Australia, requiring priority action at all levels of government and within the community
- An expansion of the existing network of community-based drug and alcohol services to allow increased access and more timely responses to those needing to access treatment services
- Increased funding for programs addressing co-morbidity issues of mental health and substance abuse
- The development and implementation of strategies which aim to reduce barriers and increase access to drug and alcohol programs for vulnerable populations, including indigenous people, those experiencing homelessness and those with child-caring responsibilities
- An increased commitment to evidence-based strategies that provide education and awareness of the damage and impact of the harmful use of drugs and alcohol
- Implementation of policies and strategies which aim to reduce the levels of advertising, the use of alcohol in the media and at major public events
- The introduction of volumetric taxing on alcohol.

As a frontline alcohol and other drug (AOD) service provider, The Salvation Army witnesses and responds to the devastating impact of this issue on individuals and families on a daily basis. Substance use is influenced by many factors including childhood experiences, life events, levels of social support, adequate housing, employment, financial security and access to health and social support services.

The Salvation Army provides more than 100 services nationally, which respond to those with drug and alcohol addictions, including detox and residential rehabilitation programs, counselling and outreach programs. Each year, The Salvation Army provides more than 25,000 episodes of care to clients through our treatment programs, with many thousands more supported through The Salvation Army's network of services.

Alcohol use and abuse

Alcohol, however, is the major drug of choice in the Australian community, and its use and abuse has significant social and economic costs to wider society. In 2004-05, the impact of alcohol in Australia was estimated to be \$15.3 billion, with the majority of the cost being

associated with tangible costs, such as productivity loss, road accidents and crime9.

Excessive and long-term alcohol consumption is also linked to other significant social issues such as family violence, crime and social dysfunction, and has been shown as a major risk factor for a variety of health problems, such as stroke, heart disease, cancers and high blood pressure¹⁰. Most alarmingly, young Australians are starting to drink at an earlier age, and many drink in a way that puts their health and others at risk¹¹.

The Salvation Army is committed to education and awareness as a vital strategy to prevent and minimise the harm of alcohol and drug abuse. For example, each year The Salvation Army facilitates Alcohol Awareness Week¹² with the release of an annual community-based research report.

The Salvation Army endorses the Alcohol Action Plan released by the Australian National Council on Drugs (ANCD) in November 2013. This plan represents a comprehensive plan to address the immediate and particular concerns specific to the Australian culture and environment. The plan notes that 'no single response to alcohol will be sufficient' instead requiring a comprehensive and overlapping response and the commitment and involvement of governments and key stakeholders.

The Salvation Army remains concerned about the extent of advertising and promotion of alcohol through the media and at a range of major public events. The Salvation Army supports strategies and policies which result in restrictions on advertising to reduce the glamourisation and marketing exposure of alcohol to children and teenagers. The Salvation Army firmly believes that this strategy could potentially increase the age at which Australians are having their first drink. This change would be of great benefit to society as a whole, as the age of an individual's first drink is a strong indicator of an increased likelihood of problematic use at a later stage.

Alcohol and other drugs

As summarised in The Salvation Army Australia Southern Territory Alcohol and other Drugs Strategy¹³,

- Excessive alcohol consumption is a major cause of health and social care issues
- Illegal drug misuse can significantly harm an individual's health, with unsafe injecting drug use a major contributing factor in blood born virus infections such as hepatitis C
- Disadvantaged groups are at greater risk of harm from alcohol, tobacco and other drugs
- Misuse of legally available substances causes serious harm to individuals and families
- Alcohol and drug misuse by parents can have a detrimental effect on the development and functioning of the family unit.

Every day, The Salvation Army witnesses the significant damage to individuals, families and wider communities caused by the misuse and abuse of alcohol, tobacco and other drugs. The Salvation Army is particularly concerned with the misuse of these substances in indigenous communities, and in disadvantaged and vulnerable populations. Indigenous Australians are more likely to drink alcohol at risky levels¹⁴ and to use cannabis¹⁵ than

15 AIHW, Education: Drugs & young people (2011) op.cit

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⁹ AIHW, Education: Alcohol Consumption (2010, extracted from Australia's health) p. 55-59. Sourced at: http:// www.aihw.gov.au/education-resources/

¹⁰ Ibid.

¹¹ AMA, Alcohol Use and Harms in Australia (2009). Sourced at: https://ama.com.au/ alcohol-use-and-harms-australia-2009-information-paper

¹² The Salvation Army (2013) Alcohol Awareness Week. Sourced at:http://salvos.org.au/need-help/drugs-andalcohol/alcohol-awareness-week.php

¹³ The Salvation Army Australia Southern Territory (2013) Alcohol and Other Drugs Strategy 2013 -2016. Melbourne

¹⁴ AIHW, Education: Alcohol Consumption (extracted from Australia's health 2010 p. 55-59), http://www.aihw. gov.au/education-resources/

non-indigenous Australians. Drug-related problems have also historically played a significant role in increasing health and life expectancy disparities between indigenous and non-indigenous Australians.

Locational disadvantage is also a documented and significant problem. While drug and alcohol abuse is present in all communities and socio-economic groups, there are areas in Australia where it is particularly prevalent. Difficulties in accessing services and delays in receiving support are experienced across all services in the drug and alcohol sector, and particularly in rural and remote locations. This situation is often exacerbated for vulnerable populations.

The governmental shift towards funding non-residential services within the drug and alcohol sector has the potential to have a significant impact on people who are homeless and those who are socially disadvantaged and marginalised. These individuals and families are unlikely to have the support of extended families and are often marginalised from the community, making it difficult for them to access or utilise services requiring appointments and high levels of motivation.

It is essential that, alongside the welcome growth in the range of drug and alcohol interventions available, there is an ongoing commitment to the funding and retention of accessible, effective evidence based residential treatment services that provide comprehensive, multifaceted approaches to treatment and support for disadvantaged and disenfranchised individuals.

Of particular concern to The Salvation Army are the limited options for specialist treatment programs for women with accompanying children. The ANCD issues paper specifically addresses these concerns, citing:

'Although seeking help for an issue with alcohol can improve parenting, treatment services may struggle to be "family-sensitive" given the complexity of the issues to be managed and funding levels that generally do not take this into account. Parents cannot always continue to care for their children, especially when undergoing residential treatment. It is important to identify and resource family support and interventions that enhance rather than limit access to treatment.⁷⁶

The Salvation Army remains committed to providing specific programs to this group of people.

4. Family and Domestic Violence

KEY PRIORITY AREAS

The Salvation Army calls on the Federal Government to commit to the following:

- To take a leadership role in supporting activities that challenge and change the cultural and attitudinal factors that allow violence against women and children to occur and continue
- The continued commitment to the national targets for the prevention and reduction of violence against women and children
- Increased funding for homelessness services assisting women and children who are escaping family violence, including capital funds for the provision of more emergency accommodation and housing to meet demand
- The allocation of additional funding to support violence prevention and behaviour change programs for men responsible for family violence.

Family and domestic violence (FDV) is a significantly complex and persistent issue within Australia and internationally. For 136 years, The Salvation Army has been providing a practical service response and advocacy voice to address the impact of FDV and challenge its continued presence in our communities. The Salvation Army calls on government, business and community leaders to provide greater leadership and prominence to the public policy debate and development of community responses to address the culture, attitudes and beliefs that allow violence to occur and continue in our society.

The Salvation Army is one of the largest providers of FDV services in Australia, providing a range of support and emergency and medium-term accommodation options for women and women with children. The Salvation Army provides 39 women's homelessness programs accounting for one quarter of all Salvation Army centres nationally¹⁷. In the past 12 months, The Salvation Army Australia has supported approximately 6,000 clients through its FDV accommodation and support services.

As indicated previously, FDV is the leading cause of homelessness. Salvation Army data shows 53% of women accessing Salvation Army specialist homelessness women's services identify FDV as their main presenting issue¹⁸. This trend is reinforced by the AlHW report which cites 32% of female clients in specialist homelessness services nationally identifying FDV as the primary presenting issue¹⁹. Of particular concern to The Salvation Army is the number of children represented within FDV services, with the AlHW report showing that 19% accompanying children were under 10 years of age.

In addition to the personal and family costs, FDV also results in significant economic costs to individuals, business and the governments. In 2004, Access Economics estimated that the annual cost of lost productivity for Australian businesses due to FDV was \$484 million. The National Council to Reduce Violence Against Women and their Children has projected that, without appropriate action, three quarters of a million Australian women will experience and report violence in the period of 2021-22, costing the Australian economy \$15.6 billion^{20.}

The Salvation Army supports policy directions that bring together all levels of government and the community across Australia to make real and sustained reductions in the levels of violence against women.

In November 2013, The Salvation Army implemented its Family and Domestic Violence

¹⁷ The Salvation Army Australia (2013b) op.cit.

¹⁸ The Salvation Army Australia (2013b) op.cit.

¹⁹ AIHW 2013. Specialist homelessness services 2012-13. Cat. no. HOU 273. Canberra: AIHW

²⁰ National Council to Reduce Violence against Women and their Children. Economic cost of violence against

women and their children (2009), http://www.fahcsia.gov.au/sites/default/files/documents/05_2012/vawc_ economic_report.pdf

Employee Support Policy. The development of this policy initiative was based on the Safe at Home, Safe at Work project undertaken by the University of New South Wales and made possible by Federal Government funding. It is this type of initiative and support that has placed Australia as a world leader in recognising and providing proactive solutions to the impact domestic violence can have on workers and workplaces.

5. Aged care

KEY PRIORITY AREAS

The Salvation Army advocates for a greater emphasis on supporting older people who are marginalised and or who are homeless or at risk of homelessness within the aged care sector.

The Salvation Army welcomes actions and policy directions that support this highly marginalised group and their recognition and inclusion in aged care housing and support initiatives.

The Salvation Army calls for the continued support and development of the significant role that not-for-profit approved aged care providers have in providing high quality compassionate care to older Australians. In particular, The Salvation Army calls on the Federal Government to:

- Ensure that the Aged Care Funding Instrument (ACFI) indexation keeps pace with the increasing cost to deliver care
- Continue the provision of an annual capital grant for the construction of specialist aged care facilities
- Explore, examine and implement processes to encourage aged care facilities across the country, and particularly in regional areas, to welcome homeless residents and clients into their programs and facilities
- Ensure that the access point to the aged care system is accessible to homeless people and those who are socially marginalised and disadvantaged
- Establish a mechanism which ensures that marginalised and homeless people are supported to make informed choices about the type of care and support options available to them
- Formally recognise the needs of homeless people aged 50 years and above with premature ageing and associated comorbidities to have access to aged care support services.

As detailed in the Productivity Report, An Ageing Australia: Preparing for the Future (2013)²¹, the Australian population is trending towards strong growth and a significantly older population. This trend represents significant opportunities and policy implications for governments. For The Salvation Army this emerging demographic will have a significant impact particularly in the area of housing and community support service options.

The Salvation Army provides extensive support and assistance to older people across Australia through many of its programs including emergency relief, housing and homelessness, and specific aged care services. Aged person presentations are significantly complex and even more so for the more disadvantaged and marginalised within our communities. The Salvation Army is increasingly providing services for older individuals who are dealing with chronic health and mental health issues and complex co-morbid presentations, in addition to housing issues, lack of service accessibility and affordability and limited social connections.

The Salvation Army operates 22 aged care facilities, including eight retirement villages, and delivers more than 400 Home Care packages. Although aged care services are generic, The Salvation Army services provide a strong focus and emphasis on accommodating and supporting people who are homeless or socially disadvantaged, including a specific aged care facility for homeless and highly marginalised individuals. However, there are currently insufficient places for the numbers of elderly people who are homeless and marginalised. In some states and territories there are no facilities at all. The Salvation Army has a strong and active commitment to pursuing sector reform to support and meet the needs of older people who are homeless or at risk of homelessness and who are marginalised. The Salvation Army has welcomed the 10-year reform agenda for the aged care sector that spans housing, employment and health care. The Salvation Army strongly supports the focus of the reforms to address the needs of people who are homeless or at risk of homelessness, the needs of Aboriginal and Torres Strait Islander people, and people with mental health and multiple complex presentations. In addition, The Salvation Army welcomes the recognition and understanding of the needs of this developing sector and its increasingly specialised workforce.

The Salvation Army supports an ongoing commitment to the provision of coordinated and integrated service packages tailored to meet the individual needs of people, with particular reference to the home care needs of elderly people who are marginalised and/or homeless. The Salvation Army welcomes the development of the reviewed guidelines and the increased total number of packages that support individuals to remain within their home environment.

On a daily basis, The Salvation Army is witness to the increase in numbers of single elderly women who are homeless and seeking support. These women have often experienced relationship breakdowns and have an interrupted work history, with little superannuation. They are seriously impacted by the lack of affordable rental accommodation available to them.

Complexity of clients in aged care services

A significant and growing concern for aged residential and community based care is the increasing complexity of presentations. Individuals are coming into facilities much older, with greater fragility and with more complex and multiple co-morbidities in addition to a primary diagnosis. These presentations are chronic rather than acute, and the sector is ill equipped to deal with them. Such complex presentations require increased clinical input and oversight, professional and highly skilled nursing and allied health care, including palliative care support within both residential and community based settings.

As such, The Salvation Army recognises the aged care residential and community based care sector as an increasingly specialised area. The Salvation Army does not believe that current funding models support these changes and the needs they represent.

6. Building Capabilities - Employment opportunities

KEY PRIORITY AREAS

Focus on marginalised and disadvantaged job seekers

The Salvation Army acknowledges the importance of employment as a means of preventing poverty and disadvantage. It cannot, however, support measures that provide little real work value, real work based training, or that are punitive and paternalistic approaches that do little to empower or support on a practical basis an individual's transition to employment.

The Salvation Army supports the provision of additional specialist employment services in all states and territories to assist the socially disadvantaged and people experiencing homelessness or housing instability to enter and remain attached to the job market.

Youth focused programs

The Salvation Army encourages the Federal Government to consider the development of a new labour market engagement strategy focused at reducing youth unemployment rates on a regional and national basis, to prevent long-term and inter-generational unemployment.

In addition, The Salvation Army would support the development of specialist strategies which aim to respond to youth unemployment and in particular, to expand the development of 'Foyers' to both metropolitan and regional areas.

Indigenous programs

The Salvation Army encourages the Federal Government to continue its support for the continued provision of funding to expand the Connections Plus program to targeted indigenous communities nationally. Additional funding is also required to expand the Disability Employment Services program for individuals with a disability to enter the paid workforce.

Disability programs

The Salvation Army encourages the Federal Government to continue its support for and consider additional funding to expand the Disability Employment Services program for individuals with a disability to enter the paid workforce, in line with the developments of Disability Care Australia.

Employment services

The Salvation Army supports review of the current systems and processes governing employment service contracts and contract administration with the view to reducing the bureaucratic red tape and encouraging partnerships that better meet the need of individuals and the employer.

The Salvation Army strongly supports moves to benchmark the sector through the introduction of accreditation processes, including reference workforce development planning.

While the national economy is struggling with the downturn in the mining boom, it is more important than ever to focus on job creation and skills training for those who are either unemployed or underemployed. The Salvation Army recognises and supports the importance of employment in moving people out of poverty and in improving their health, wellbeing and connections within the community.

Employment is a critical issue for those who are experiencing alcohol and other drug use issues, mental health, homelessness and other social exclusion issues. The current employment service arrangements, however, are not well equipped to deal with the complex range of issues experienced by these individuals. Individuals with multiple and complex needs want to and can make a positive contribution to their communities by engaging in meaningful work. It can, however, be very difficult to find and keep work under these circumstances. It is the experience of The Salvation Army that there is a demonstrated and identified need to develop a more effective, client-focused system of employment assistance that assists these jobseekers negotiate the employment market and become truly job-ready.

The Salvation Army strongly encourages a renewed cross sector approach that brings together the health, welfare and business sectors to support people with complex needs to be able to get and retain employment

Youth unemployment

While the unemployment rate for the general population has increased to 5.9%²², unemployment of young people aged 15 to 25 years of age has risen to 12.4%²³. Youth unemployment is not, however, uniform across the country and there are a number of areas within states and territories that have significantly high levels of youth unemployment. For example, youth unemployment in Tasmania is the highest in the country ranging from 21% in the west and northwest regions to 18.2% in Launceston and the north east region. Cairns, Queensland follows Tasmania with a youth unemployment rate of 20.5%²⁴. Youth unemployment, particularly those who have experienced homelessness or who are from disadvantaged backgrounds, is a high priority concern for The Salvation Army.

The Salvation Army believes that the development of specialist models to assist young people who are homeless in their search for sustainable employment is vital. The Salvation Army strongly supports the Foyer model that integrates education, employment and housing for young people who are homeless or at risk of homelessness, but recognises the need for the development of a sustainable funding model.

The Salvation Army advocates and supports youth unemployment service models that emphasise:

- Employability skills
- Meaningful work experience and volunteer placements providing a range of employment skills and opportunities
- Targeted support that is pre-emptive and rapid, knowing that the longer a person is disconnected from employment and/or education the harder it is for them to re-engage
- Partnerships in the local community to develop local supports and initiatives that keep young people linked to and active within their communities.

The Salvation Army has extensive experience in running specialist youth programs to help early school leavers and those at risk of leaving school early through vocational training and access to job seeking facilities. The Salvation Army provides specialist assistance for Aboriginal jobseekers and on-the-job training programs such as furniture factories and cafes.

Employment Plus

The Salvation Army Employment Plus, a nationally managed program with some 80 sites across Australia, has been providing vital support and assistance to jobseekers for over 16 years. The Salvation Army Employment Plus recognises the value of employment in

²² ABS (Jan 2014) Labour Force, Australia. Cat No. 6202.0

²³ ABS (Jan 2014) Labour Force, Australia Cat No. 6202.0 Table 17. Labour force status by Sex - Persons aged 15 to 24 years - Trend, Seasonally Adjusted and Original

²⁴ Brotherhood of St Laurence (2014) Australian Youth Unemployment 2014: Snapshot. Fitzroy, Victoria.

contributing to Australia's economy and society and in providing individual opportunities.

In 2012, Employment Plus saw more than 19,000 people matched to work and over 49,000 others assisted into employment. The Salvation Army Employment Plus works with people from all walks of life: from the easily employable to highly disadvantaged individuals who face multiple hurdles such as homelessness, substance abuse, literacy, troubled backgrounds and language barriers.²⁵

Employment Plus priority issues

As a national provider of job search and employment assistance programs, The Salvation Army Employment Plus cites three main priority issues for government consideration.

1. Program efficiency

The service model is highly compliance orientated, with complex and burdensome administrative, contractual and reporting requirements that significantly impact the capacity of the industry to get people into work.

The current industry requirements necessitate service providers to establish internal compliance regulation, auditing and management teams, effectively reducing funding to direct service delivery.

The Salvation Army Employment Plus strongly supports moves to reduce, streamline and simplify contract requirements and processes, with clear departmental guidelines for the operationalisation of such with the underlying framework that employment services work best when individual needs are front and centre, supported by integrated and direct links to training and other supports.

2. Effective increase in funding to better support

The sector has seen no increase in funding since 2009, and realised a budget decrease in the last financial year. The impact of this, coupled with the growing red tape and compliance requirements, has required service providers to cut programs such as training and support, focusing solely on job search and placement.

3. Collaborative approaches

The current structure and terms of contracts do not support collaborative partnerships between employment service providers or between providers and potential employees. The funding model effectively works on the basis of the more clients a provider has the greater their rating and the better the fiscal returns. Indeed, the nature of collaborative partnerships is that they take time to develop and nurture and this is counterproductive and considered a competitive disadvantage in light of performance measures and the short term nature of contracts.

Unemployment is not a personal choice, but a combination of many causes and interdependencies, including the changing labour market demand, environment, familial, society and personal factors. The Salvation Army works with many people who experience complex and persistent issues that limit their capacity and capabilities for employment.

The Salvation Army's national Economic and Social Impact Survey 2013 found that 'despite their struggles, people want to work and want to provide a more sustained and adequate standard of living for themselves and their children'. The reality is that the current services and strategies to address job search and employment capacity are not working for those who are significantly disadvantaged and marginalised with the community.

7. Asylum seekers and refugees

KEY PRIORITY AREAS

The Salvation Army calls on the Federal Government to consider the following:

- Consideration of the development of alternatives to the off-shore processing and detention of asylum seekers.
- Families and unaccompanied children should be provided with special attention and should not be detained off-shore. Families and unaccompanied children should not be held in detention for any longer than is required to facilitate the necessary priority checks.
- The processing of all claims being commenced promptly on arrival (onshore or offshore) and completed within the shortest possible timeframe, taking into account the need for health, character and security checks.
- An urgent review of the decision to deny asylum seekers on bridging visas work rights while they are waiting processing.
- The provision of additional emergency relief funding to approved agencies, in targeted locations, in recognition of the growing burden on organisational resources caused by increased demand from asylum seekers and refugees.
- As per the recommendations of the Expert Panel on Asylum Seekers (The Houston Report), consideration to the increase in Australia's humanitarian intake, and to building the capacity of countries in this region to develop effective, humane responses to the challenges posed by asylum seekers and the pricing structure for persons making applications under family visa categories.
- Ensure that asylum seekers and refugees have access to health and welfare support services, whether they be in detention (on or offshore) or in community based detention.
- Ensure that those who are determined to be refugees and granted permanent residency are provided with the opportunity to be reunited with family members in Australia.

The Salvation Army recognises that the issues of asylum and refuge are highly complex and diverse, and as such believes that the management of these compounding difficulties must be undertaken in concert with the UNHCR, neighbouring countries and other regions of concern. The Salvation Army is aware of the pressure in many 'transition' countries and refugee countries of origin for dialogue to occur internationally to develop better responses to the various issues that present. In dealing with these issues, The Salvation Army is aware that the Australian government seeks to maintain its sovereignty whilst ensuring the safety and security of those seeking asylum. The size and gravity of these issues requires a bipartisan approach and the support of NFP and charitable organisations nationally and internationally, the UNHCR and our regional neighbours.

The Salvation Army is deeply concerned about the welfare of asylum seekers and refugees in centres within Australia, as well as those who have been placed in offshore processing centres. In light of the legal and financial framework within which the offshore processing centres operate (i.e. under Memorandums of Understanding negotiated with the host countries), The Salvation Army is concerned that the Australian Government maintain a key role in assisting relevant host countries to meet their humanitarian and legal responsibilities.

Asylum Seekers

In recent years, asylum seekers who have arrived by boat to Australia have been subject to a range of deterrence policies under the leadership of both major political parties, including

being sent to offshore processing centres and being released from immigration detention into the Australian community on a Bridging Visa E (BVE) without the right to work and with minimal financial support. Asylum seekers who arrived by boat have also been subject to ongoing delays in the commencement of the processing of their refugee claims.

The following points detail The Salvation Army's concerns and areas of support for a number of current processes and policies related to and impacting on asylum seekers.

- The policies of deterrence outlined above have resulted in ongoing fear and uncertainty among asylum seekers as to how and when their claims will be processed. Many asylum seekers are survivors of torture and trauma. The impact of these experiences, combined with extended periods of time in detention and/ or living in the community while being forced to endure unemployment and great poverty, is compounding the mental distress experienced by these individuals.
- With a strong belief in the family unit as the fundamental building block of society, priority should be given to maintaining the security and integrity of the family unit in the processing of asylum seekers. Special protection and assistance should be given to children and unaccompanied minors. The Salvation Army does not support the detention of children and unaccompanied minors, and advocates the priority and prompt assessment and release of families with children and unaccompanied minors.
- A strong belief in and commitment to the stated position that a country with the wealth, opportunities and resources of Australia should be able to process and then settle asylum seekers who are granted refugee status in a timely, efficient and consistent manner.
- Current policy approaches to asylum seekers severely restrict their access to basic rights and services including legal representation, education, interpreters and advocacy and health services, and negatively impact on the mental, physical and emotional health of asylum seekers.
- Asylum seekers should continue to receive government funded migration agent assistance with their refugee claim through the Immigration Advice and Application Assistance Scheme (IAAAS) or a similar scheme, and that the assessment process should include independent review of negative decisions, regardless of the applicant's means of arrival in Australia.
- The continued policy position that denies asylum seekers the right to work is
 generating an unnecessary cost burden on the Australian Government and welfare
 organisations and is generating significant impact on asylum seekers. Asylum
 seekers living in the community without work rights face social exclusion and
 great difficulties in accessing housing and meeting the cost of living. Many asylum
 seekers in the community have a strong desire to work and to pursue studies. The
 Salvation Army strongly advocates that asylum seekers be allowed the opportunity
 to contribute to Australia's economy and society, as a means for constructing a
 strong foundation on which to base their future within our communities.
- Support for the Australian Government's commitment to increasing Australia's humanitarian intake in line with the Expert Panel's recommendations and continuing to work towards a regional solution to the region's protection challenges.

The Salvation Army advocates for a just and humane approach to policy in relation to all asylum seekers, and asks that domestic legislation uphold and promote human rights and ensure minimum standards of treatment and conditions for detainees in line with relevant international conventions. Australia should not only meet its international obligations but also go above and beyond those minimum standards to ensure that those who seek asylum in Australia are met with compassion and dignity, and given a high level of human security. The Salvation Army urges the Federal Government to reconsider its current policy direction to advance a humanitarian and human rights focus, rather than one that seemingly considers asylum seekers primarily a matter of border security.

Refugees

The Salvation Army is deeply concerned by the re-introduction of temporary protection visas in the form of temporary humanitarian concern visas. Issuing these temporary visas will mean there will be no prospects for these asylum seekers to secure a permanent visa or to be reunited with their family members in Australia in future.

Many of the refugees The Salvation Army assists hold grave fears for the safety of their families still in situations of danger. In recent times, a number of policy and operational guidelines have been introduced that effectively block or restrict family reunification processes.

The Salvation Army firmly believes that Australia has all the necessary resources to settle approved refugees and their families in a timely and compassionate manner, and advocates that family reunion for humanitarian entrants should be prioritised, and immediate family members of refugees should be provided with the same access to settlement services and social security as refugees. The International Covenant on Civil and Political Rights enshrines each individual's right to family. In the event that Australia recognises that a person is in need of our protection, they should then be entitled to reunite with their family. Further, the International Convention on the Rights of the Child demands that children be afforded the right to reside with their parents, an obligation that Australia is delaying for many refugees settled in Australia with its current Family Stream priorities.

The Salvation Army Migrant and Refugee Assistance Programs

The Salvation Army operates Migrant and Refugee Assistance Programs in each state. These programs offer a range of supports, including material aid, personal support, free English language classes, legal and migration advice and access to mainstream community networks.

Each year, thousands of asylum seekers, often deprived of the right to work and with reduced income support payments, seek assistance from our emergency relief and homelessness services. The Salvation Army is experiencing increasing demand through its emergency relief and housing services across the country to provide support and assistance to the growing number of asylum seekers who find themselves in increasing disadvantaged and desperate conditions. In 2012, more than 2,000 asylum seekers were assisted by The Salvation Army with over 5,000 episodes of care. The frequency of these presentations has been increasing significantly and steadily in 2013.

The Salvation Army remains committed to refugees and asylum seekers, and will continue to work with and advocate for the rights and wellbeing of refugees and asylum seekers wherever they are located, whether that be secure detention community detention, or as part of the community.



The Salvation Army is a worldwide Christian movement. In Australia we are known as one of this nation's largest welfare providers. We are dedicated to helping Australians in crisis. Raised up by God, our mission is to:

- Transform Lives
- Care for People
- Make Disciples
- Reform Society

Our vision is that we're a growing, loving community of people dynamically living God's mission in a broken world.

This requires us to be people who are wholly devoted to God, obediently responsive to the Holy Spirit, powerfully committed to each other, compassionately engaged with people in need, totally dedicated to reaching other people with the good news of Jesus Christ and leading them to faith.

Our Values

- Human Dignity
- Justice
- Hope
- Compassion
- Community

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