“It’s why you’re swinging the mattock”

An Evaluation of the Green Corps Programme

Final Report

May 1999

“One participant said to me ‘I didn’t realise there would be so much [formal] training. I just wanted to go out in a paddock and swing a mattock’.”

(Green Corps Trainer)

Research and Evaluation Branch
International, Analysis and Evaluation Division
Department of Education, Training and Youth Affairs

REB Report 2/99

© Commonwealth of Australia 1999
ACKNOWLEDGMENTS

The main authors of this report were Anne Puniard, Felicity Horrocks and Philip Gatenby from DEWRSB, David Redway from DETYA, and Martin Andrews and Lorraine Hitch from AACM International.

The Department gratefully acknowledges those people who contributed to the Green Corps evaluation by participating in interviews. These included Green Corps participants, trainers, partnering agents, and programme administration staff from DETYA, EA and ATCV.

The Department would also like to thank the members of the evaluation working group for their contribution, including Quentin Perks and William Thorn from DETYA, John Williams and Ric Beviss from EA, and Phil Harrison from ATCV.
EXECUTIVE SUMMARY

Background

The Green Corps programme was announced in the 1996-97 Federal Budget with funding of $41.6 million over a three year period from 1996-97 to 1998-99.

The objective of Green Corps is to give young Australians aged 17 to 20 the opportunity to demonstrate their commitment to the environment by contributing to high priority conservation projects while being provided with quality, accredited on-the-job training.

The main purpose of the Green Corps evaluation was to assess the short-term impact on both participants and the environment.

It should be noted that much of the field work for the evaluation was based on a relatively early stage in the programme (Rounds 2 and 3). Some of the matters referred to in this report have since been addressed through ongoing monitoring of programme implementation by the Commonwealth and the contracted national programme manager.

Key Findings

Green Corps was well regarded by programme stakeholders and was seen as a worthwhile investment in terms of participant and environmental benefits.

Forty two per cent of participants from the first four project rounds who did not proceed onto further employment assistance were employed three months after participation. Another 18 per cent were studying. This was an increase on the levels observed prior to programme participation (26 per cent and 14 per cent respectively).

A range of further benefits for participants were identified by stakeholders. These included improved employment prospects, the acquisition of vocational and life skills, and increased environmental awareness. Over 80 per cent of participants reported that Green Corps participation improved their self esteem.

Many stakeholders commented on the positive effects of Green Corps participation.

The participants made a presentation to our Landcare group at the end. It was obvious that the kids could not have made that presentation at the beginning because they did not have the skills even if they were provided with the literature. But not only did they make a successful presentation ... they made it from their hearts because they had ownership of it. (Green Corps Partnering Agent)

There was general agreement by stakeholders that the team-based approach adopted in Green Corps was working well and was of particular benefit to participants. One participant described Green Corps as “a life changing experience”.

The training modules were perceived by most participants to be useful, with a strong emphasis on the practical application of skills. Over 90 per cent of former Green Corps participants surveyed in the post programme monitoring surveys were either satisfied or very satisfied with the level of skills obtained from their training.
The $500 education incentive payment was not a major factor in decisions about undertaking further study or training. Less than 20 per cent of former participants said that it had helped them come to a decision about further study. Most of those participants taking up the payment were young people with relatively strong education levels who would be likely to undertake further study anyway.

Nearly all the fifteen projects examined in the evaluation achieved their intended environmental outputs. Some projects could have improved their connection with local and regional environmental and catchment management plans. There was also a need for better reporting on environmental outputs to enable better assessment of likely longer term outcomes.

Green Corps was perceived by most stakeholders as providing significant community benefits and was well recognised among community and environmental groups.

**Future Directions**

The findings of the Green Corps evaluation are positive. The programme has been achieving good results for participants and was rated well on environmental performance.

Green Corps provides a unique opportunity for young people to participate in environmental work and receive accredited training. The fact that participants had to apply to join Green Corps was rated by stakeholders as one of the most significant aspects of the programme and one of the reasons for the good results being achieved.

A small minority of projects were less successful in meeting their environmental objectives. A number of recommendations have been made concerning project planning and reporting, and the development of more rigorous assessment criteria in order to maximise the environmental effectiveness of the projects.

Specifically, the evaluation recommends that:

- there be a stronger focus on local environmental and cultural heritage priorities in project design and selection;

- the environmental performance indicators developed in the evaluation be adapted for use in project planning, monitoring and reporting; and

- consideration be given to the phasing out of the $500 education incentive payment.
1. INTRODUCTION

Background
The Green Corps programme was announced in the 1996-97 Federal Budget with funding of $41.6 million over a three year period from 1996-97 to 1998-99. The initiative was a response to concerns raised by community and environmental groups that young people should be given the opportunity to participate in environmental projects of national value.

Green Corps was designed as a programme for all young people interested in participating in environmental projects. In this respect it differed from existing labour market programmes such as the Landcare and Environment Action Program (LEAP), which targeted young unemployed people. Green Corps was to be managed by a national organisation selected by tender.

The main outcomes were expected to be an increase in the number of young people trained in environmental conservation and management, and a contribution towards addressing a range of priority cultural heritage and environmental problems.

About the Programme
The objective of Green Corps is to give young Australians the opportunity to demonstrate their commitment to the environment by contributing to high priority conservation projects while being provided with quality, accredited on-the-job training.\(^1\)

Green Corps is available to all young Australians aged 17 to 20. Participation is by application. Participants are selected for the programme based on their level of interest in and commitment to the environment, and their ability to operate as part of a team.\(^2\)

Each Green Corps project currently involves a team of ten young people, who are funded to work on conservation projects with partnering agents. The partnering agents represent local or regional community and environmental groups, and can include organisations such as landcare groups, state government agencies and local authorities. They provide equipment, materials and other support. Green Corps consequently represents a shared investment between the Federal government and community and environmental groups.

Projects are structured to provide a 14 week major project, one or more minor projects and one or more community project during a six month period. Over their six month placement Green Corps participants receive a minimum of 134 hours of accredited training selected to provide a range of skills specific to their project. Green Corps participants are paid a training allowance based on the Federal National Training Wage (NTW) Award. Upon completing Green Corps, participants are eligible to receive a $500 grant towards the cost of further education or training if they are able to produce evidence of enrolment.

The Department of Education, Training and Youth Affairs (DETYA)\(^3\) has administrative responsibility for the programme, and consults with Environment Australia (EA) on matters related to the environmental outcomes. The Australian Trust for Conservation

---

3. Formerly the Department of Employment, Education Training and Youth Affairs (DEETYA).
Volunteers (ATCV) has been contracted by DETYA to manage the programme until June 1999. ATCV can sub-contract projects to other organisations but retains responsibility for participants and is ultimately accountable for outcomes from the projects.

The Green Corps Advisory Committee (GCAC), which comprises Parliamentary and Departmental Secretaries from the Education, Training and Youth Affairs and the Environment portfolios, oversees the running of the programme.

**Evaluation Issues and Methodology**

The evaluation of Green Corps was undertaken in 1998. The main purpose of the evaluation was to assess the short-term impact of the Green Corps programme on both participants and the environment.

**Impact on Participants**

Green Corps provides young people with the opportunity to contribute to the community and the environment. The expected benefits for participants include improved employment and education outcomes, and changes in levels of personal confidence and self esteem.

Issues examined in assessing the benefits to participants included:

- the quality and relevance of training provided to participants;
- the impact of the programme on participants, including changes in personal confidence, social skills, and knowledge and awareness of environmental issues; and
- employment and education outcomes following participation.

The main data sources were administrative systems, post programme employment, education and training information collected three months after programme participation, a survey of 149 former participants from fifteen projects selected for environmental assessment, and consultations with stakeholders.

**Environmental Assessment**

The environmental assessment was based on an examination of fifteen Green Corps projects from Rounds 2 and 3. The projects represented a range of project types in different Australian states and in urban, rural and remote locations. Site visits to inspect project outputs and consultations with stakeholders were used, as well as an examination of documentary material including project proposals. (It should be noted that the environmental assessment was undertaken at a relatively early stage in the programme and some issues have since been addressed.)

The purpose of this assessment was to examine the extent to which:

- project objectives were aligned to relevant environmental plans and strategies;
- the selected projects realised their goals; and
- the project outputs were likely to generate positive longer term environmental outcomes.
Goal Attainment Scaling (GAS) methodology was used to assess the environmental benefits of
the selected projects. This involved developing performance indicators for the general and
project specific elements of each project and quantifying each indicator on a five-point scale.
GAS scores were then calculated as an average score for all indicators. Scores were calculated
both on the basis of unweighted indicators, and indicators weighted according to their
importance towards achieving project outcomes.

The GAS performance indicators developed for the evaluation are included in Attachment 1.

A more detailed environmental assessment was undertaken for five of the selected projects. In
addition to the above areas, this assessment covered:

- the relevance and adequacy of training;
- the quality of supervision;
- the expertise of both supervisor and partnering agent in ensuring the tasks of the project
  related to the achievement of environmental objectives; and
- other benefits to individuals and communities.

Project and Programme Management

The evaluation also examined project and programme management issues and their contribution
to the achievement of programme objectives such as improved outcomes for participants. Those
factors which were likely to contribute to benefits for participants included the planning and
organisation of projects, the quality of supervision, team cohesion and management, the quality
and appropriateness of training, and the level of ongoing maintenance of projects.

Other factors included the project selection process, the role of partnering agents in project
implementation, the quality of project reporting and performance measures, programme costs,
and the $500 incentive payment.

Limitations

There are some limitations to the evaluation methodology which need to be recognised.

Evaluations of employment and education outcomes from programme participation typically
include a study of the net impact of assistance. This involves comparing the employment and
education outcomes of a group who have participated in assistance (the programme group) with
those of a similar group who have not been assisted (the comparison group). However, Green
Corps participants apply to participate in the programme and are selected partly on the basis of
their level of motivation and commitment to the environment. A net impact approach is not
possible due to the difficulty of identifying a suitable comparison group.

All 149 former participants from the fifteen projects selected for environmental assessment
were surveyed on the benefits of Green Corps participation. A total of 84 participants
responded to the survey (a response rate of 56 per cent). Their views should be regarded
as indicative only, as the survey population was not large enough to provide representative
information on all Green Corps participants to date.

As noted above, one of the objectives of each Green Corps project is to deliver environmental
outcomes (for example, rainforest revegetation or erosion control). These outcomes are by their
nature long term and as such were not always evident at the time of the evaluation (four to eight months after completion of the projects selected). The environmental assessment, therefore, looked at measurable environmental outputs (such as the area weeded and replanted or the length and quality of boardwalk constructed) and their potential for resulting in sound long term environmental outcomes.

The sites selected for the environmental assessment included a range of different project types in different areas of Australia. However, time and cost precluded the use of a rigorous sampling frame. In addition, the five detailed case studies included some projects believed to be of a high standard, which were selected to enable a description of good practice. The findings from this element of the study were essentially diagnostic and should be regarded as preliminary only.

Much of the field work for the evaluation was undertaken at a relatively early stage in the programme (Rounds 2 and 3). Green Corps is currently implementing Round 11 of the programme. As such, some of the matters referred to in this report have since been addressed through ongoing monitoring of programme implementation. It is also possible that the programme was operating less effectively in the earlier rounds due to the relatively short time-frame in which the early rounds were implemented.

2. CHARACTERISTICS OF PROJECTS AND PARTICIPANTS

Green Corps Projects

The first Green Corps projects commenced in March 1997. A new round of projects is commissioned every two to three months. About 30 projects are commissioned in each round. A total of nine project rounds have so far been completed, with the tenth round in progress. As of January 1999 a total of 255 projects had been completed across Australia.

Over 80 per cent of all projects approved have been in regional or remote locations. The remainder (19 per cent) have been located in urban areas.

A diverse range of activities have been undertaken on Green Corps projects. These include surveys and data collection, access control, bush regeneration, habitat protection, fencing, cultural heritage activities such as building restoration, and wildlife preservation.

A total of 268 partnering agents were involved in Green Corps projects in Rounds 1 to 9 (some projects had more than one partnering agent). Almost two thirds of partner agencies were State, Territory or local government organisations.

Table 1: Green Corps Project Partnering Agents, Rounds 1 to 9

<table>
<thead>
<tr>
<th>State/Territory Government</th>
<th>Local Government</th>
<th>Landcare groups</th>
<th>Community groups</th>
<th>Greening Australia</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>110</td>
<td>60</td>
<td>40</td>
<td>25</td>
<td>19</td>
<td>14</td>
</tr>
</tbody>
</table>

Programme Costs

The unit cost of the programme for 1998-99 was $11,700 per participant (or approximately $117,000 per project based on 10 placements per project). The cost per participant was made up of an average training allowance of $5,350 paid to participants and an administration payment of $6,358 paid to the contractor.
Total funding for the Green Corps programme to June 1999 is $41.6 million. This is made up of administration payment expenditure of $22.3 million and estimated training allowance expenditure of $18.8 million. Total funding includes some allowance for additional expenditure for those participants receiving a higher rate of training allowance.

**Green Corps Participants**

Green Corps participation is open to all young Australians aged 17 to 20 regardless of their educational background or employment status. Participants are selected on the basis of their level of interest in and commitment to the environment, and their ability to operate as part of a team. Local applicants are given preference for places on local projects. Consequently, Green Corps teams can have a wide range of characteristics, including some young people who left school before completing Year 10 and some young people with post-school qualifications.

Table 2: Characteristics of Green Corps Participants, Rounds 1 to 5

<table>
<thead>
<tr>
<th></th>
<th>Green Corps participants %</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gender</strong></td>
<td></td>
</tr>
<tr>
<td>Males</td>
<td>57</td>
</tr>
<tr>
<td>Females</td>
<td>43</td>
</tr>
<tr>
<td><strong>Age</strong></td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>17</td>
</tr>
<tr>
<td>18</td>
<td>28</td>
</tr>
<tr>
<td>19</td>
<td>27</td>
</tr>
<tr>
<td>20 +</td>
<td>28</td>
</tr>
<tr>
<td><strong>Previous employment status</strong></td>
<td></td>
</tr>
<tr>
<td>Registered as unemployed</td>
<td>61</td>
</tr>
<tr>
<td>Not registered as unemployed</td>
<td>39</td>
</tr>
<tr>
<td><strong>Highest level of schooling</strong></td>
<td></td>
</tr>
<tr>
<td>Less than Year 10</td>
<td>5</td>
</tr>
<tr>
<td>Year 10</td>
<td>21</td>
</tr>
<tr>
<td>Year 11</td>
<td>15</td>
</tr>
<tr>
<td>Year 12</td>
<td>59</td>
</tr>
<tr>
<td><strong>Other characteristics</strong></td>
<td></td>
</tr>
<tr>
<td>Aboriginal or Torres Strait Islander</td>
<td>5</td>
</tr>
<tr>
<td>Non-English speaking background</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>100</td>
</tr>
</tbody>
</table>

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

The nine Green Corps rounds completed to January 1999 assisted a total of 2,550 participants. This represented just over one third (or 36 per cent) of the total number of applicants (7,015), and suggests a significant level of demand for places. (Some unsuccessful applicants may have been accepted in subsequent rounds. However, the evaluation was unable to follow up unsuccessful applicants or examine their characteristics.)

Green Corps participants were slightly more likely to be male and slightly more likely to be in older age groups. The majority of participants had relatively strong education levels, with 59 per cent having completed secondary schooling. A significant proportion of participants (61 per cent) had been registered as unemployed prior to participation. About five per cent of
participants were from an Indigenous background, which was slightly higher than the proportion of the population in this age group.4

**Reason for Joining Green Corps**

Many Green Corps participants applied for the programme specifically with the intention of making a contribution to the community and the environment. The most common reason given in the participant survey for applying for Green Corps was to help the environment (32 per cent). However, a significant proportion (about one quarter) joined Green Corps because they were looking for a paid job. For others, their main expectation was that Green Corps would provide them with something to do (figure 1).

**Figure 1  Main Reason for Joining Green Corps**

![Pie chart showing the main reasons for joining Green Corps.]

Source: DETYA participant survey

The survey collected data only on the main reason for joining Green Corps, so it was not possible to estimate the extent to which an interest in the environment was a secondary consideration for some respondents.

**3. IMPACT ON PARTICIPANTS**

The primary objective of Green Corps is to provide practical work experience and training to young people. The Green Corps programme does this in a structured way, through involving participants in a major environmental project and providing them with formal training.

The benefits to participants include work experience, skills acquisition and formal training in areas relevant to environmental conservation work. The expected outcomes for participants include improved levels of employment and education, and changes in personal characteristics such as confidence and self esteem.

**Benefits Identified by Participants and Other Stakeholders**

Almost all participants considered that Green Corps was a positive life experience. Approximately 94 per cent of former participants surveyed in the evaluation said that they would recommend the programme to other young people. The post programme monitoring (PPM) surveys recorded similar levels of satisfaction. (These figures should be regarded as indicative only due to the small number of respondents in both surveys.)

---

4 The 1996 Census estimated that about three per cent of the population in this age group were from an Indigenous background.
A range of benefits for participants were reported by participants and other stakeholders. These included an increased knowledge of the environment, the acquisition of skills and work experience, and the development of personal and social skills. Most participants also reported that participation in Green Corps improved their employment prospects.

One trainer who was also a Job Network provider reported that they looked for people with Green Corps experience when selecting job seekers. They promoted Green Corps with employers because it showed them that the young people concerned were reliable, punctual and could ‘stick out’ a 26 week training programme often in difficult working conditions.

**Increased awareness of environmental issues**

Many participants believed that they became more environmentally aware as a result of the activities undertaken on Green Corps. Some participants reported that they changed their lifestyle to become more environmentally friendly.

> After doing a programme like this I don’t think you can go back to habits before... I think it is a life changing experience.

(Participant)

Most participants felt that they were making an important contribution by undertaking meaningful environmental work. The sense of doing something worthwhile helped to increase self esteem and confidence. Producing visible results, having the work appreciated by the community, and gaining a commitment by stakeholders to maintain the site after the project was finished generated a sense of project ownership and job satisfaction.

**Development of Social and Life Skills**

Those stakeholders involved with the programme reported an observable improvement in levels of self esteem and maturity, and in the attitude and behaviour of participants over the course of the Green Corps projects. (It needs to be remembered that participants are selected on the basis of their level of interest in and commitment to the environment and may be relatively highly motivated to start with.)

Personal development was facilitated by a positive training experience which gave participants practical skills and increased confidence. Social skills were also developed through learning to work productively in teams and through building social networks. Other benefits included gaining a sense of independence through living away from home and managing finances.

Over 90 per cent of participants reported that Green Corps helped them meet people and make friends. Many participants felt that they bonded with their peers by working together and sharing the experience.

Over 80 per cent of participants also reported that Green Corps participation improved their self esteem. Critical factors in building self esteem identified by both supervisors and participants were the development of work skills from the training, and using these skills to undertake important environmental work.

> The participants made a presentation to our Landcare group at the end. It was obvious that the kids could not have made that presentation at the beginning because they did not have the skills even if they were provided with the literature. But not only did they make a

---

5 DEWRSB monitoring data for the first four rounds of Green Corps put this level at over 90%.
successful presentation but they made it from their hearts because they had ownership of it.

(Partnering agent)

Employment and Education Outcomes Following Green Corps

Data on post programme employment and education outcomes for participants who do not proceed onto further employment assistance are obtained from the post programme monitoring (PPM) surveys conducted three months after participation. As Green Corps commenced in March 1997, post programme data were only available for projects in the first four rounds (that is, for people participating in projects commencing in March, May, September and December 1997). The PPM surveys are sent to all programme participants who do not proceed onto further employment assistance, and are broadly representative of the views and experiences of these participants.

Forty two per cent of participants from the first four project rounds who did not proceed onto further employment assistance were employed three months after participation. Another 18 per cent were studying (table 3). This was an increase on the levels observed prior to Green Corps (26 per cent and 14 per cent respectively).

Table 3: Employment and Education Status of Participants Three Months after Programme Completion, Rounds 1 to 4 (a)

<table>
<thead>
<tr>
<th></th>
<th>1st round %</th>
<th>2nd round %</th>
<th>3rd round %</th>
<th>4th round %</th>
<th>Total %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employed</td>
<td>52</td>
<td>38</td>
<td>33</td>
<td>46</td>
<td>42</td>
</tr>
<tr>
<td>Studying</td>
<td>14</td>
<td>19</td>
<td>25</td>
<td>15</td>
<td>18</td>
</tr>
<tr>
<td>Positive outcome (b)</td>
<td>66</td>
<td>59</td>
<td>59</td>
<td>62</td>
<td>60</td>
</tr>
<tr>
<td>Unemployed/NILF</td>
<td>34</td>
<td>42</td>
<td>41</td>
<td>38</td>
<td>40</td>
</tr>
</tbody>
</table>

(a) The survey achieved a response rate of 59%.
(b) Those employed plus those undertaking formal education or training. Where people reported both activities (15%), employment is recorded as the primary outcome.

Source: DEWRSB monitoring data.

(It should be noted that the PPM survey does not follow up participants who proceed to further employment assistance. Preliminary data from the first two project rounds suggested that about 10 per cent of former Green Corps participants entered further employment assistance within three months of leaving Green Corps.6)

Almost all of the increase in employment was accounted for by changes in full time employment. The proportion of participants in full time jobs increased from 6 per cent before Green Corps to 23 per cent three months afterwards. The proportion in part time or casual jobs stayed the same, at around 20 per cent.

Employment outcomes and the proportion of participants going onto further study varied between the rounds, reflecting seasonal factors. Differences in the characteristics of participants from each round may also have been responsible for some of the variation.

Table 4: Outcomes by Previous Educational Attainment, Rounds 1 to 4

<table>
<thead>
<tr>
<th></th>
<th>Employed</th>
<th>Education</th>
<th>Positive</th>
</tr>
</thead>
</table>

6 DEWRSB monitoring data.
Outcomes also varied according to gender, age, previous educational attainment (tables 4 and 5) and previous employment status (table 8). Females had a greater chance of achieving positive outcomes than males, while younger participants and participants with low educational attainment had particularly low outcomes.

### Table 5: Outcomes by Gender and Age, Rounds 1 to 4

<table>
<thead>
<tr>
<th></th>
<th>Employed</th>
<th>Education or training</th>
<th>Positive outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gender</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Males</td>
<td>41</td>
<td>25</td>
<td>57</td>
</tr>
<tr>
<td>Females</td>
<td>44</td>
<td>41</td>
<td>69</td>
</tr>
<tr>
<td><strong>Age</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>34</td>
<td>29</td>
<td>53</td>
</tr>
<tr>
<td>18</td>
<td>40</td>
<td>28</td>
<td>60</td>
</tr>
<tr>
<td>19</td>
<td>43</td>
<td>34</td>
<td>62</td>
</tr>
<tr>
<td>20</td>
<td>47</td>
<td>40</td>
<td>71</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>42</td>
<td>33</td>
<td>60</td>
</tr>
</tbody>
</table>

Source: DEWRSB monitoring data

Not surprisingly, participants who were employed before Green Corps (mainly in part time or casual jobs) were more likely to be employed three months after the programme than other participants (table 6). Similarly, participants who were studying before Green Corps were more likely to be studying afterwards (about 43 per cent). A small proportion of participants (about 10 per cent) were in employment or study prior to Green Corps and were no longer in employment or study three months after participation.
Table 6: Post Assistance Outcomes for Rounds 1 to 4 by Prior Activity

<table>
<thead>
<tr>
<th>Prior labour force status</th>
<th>No.</th>
<th>Employed (a) %</th>
<th>Education or training (a) %</th>
<th>Positive outcomes %</th>
<th>Unemployed (b) %</th>
<th>Total %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employed</td>
<td>178</td>
<td>58</td>
<td>36</td>
<td>76</td>
<td>24</td>
<td>100</td>
</tr>
<tr>
<td>Full-time</td>
<td>39</td>
<td>67</td>
<td>39</td>
<td>88</td>
<td>12</td>
<td>100</td>
</tr>
<tr>
<td>Part-time/casual</td>
<td>138</td>
<td>55</td>
<td>35</td>
<td>73</td>
<td>27</td>
<td>100</td>
</tr>
<tr>
<td>Studying</td>
<td>97</td>
<td>52</td>
<td>43</td>
<td>78</td>
<td>22</td>
<td>100</td>
</tr>
<tr>
<td>Unemployed (b)</td>
<td>404</td>
<td>32</td>
<td>27</td>
<td>52</td>
<td>48</td>
<td>100</td>
</tr>
<tr>
<td>Total</td>
<td>678</td>
<td>42</td>
<td>33</td>
<td>60</td>
<td>39</td>
<td>100</td>
</tr>
</tbody>
</table>

(a) Includes former participants who were both employed and in further education or training.
(b) Includes not in the labour force.
Source: DEWRSB monitoring data.

Outcomes in Environmental Areas
A total of 39 respondents to the participant survey reported doing some form of study or training following Green Corps participation. About half were doing courses related to the environment. Courses related to the environment, however, were more likely to involve part-time study than other courses.

Of those respondents who obtained employment following Green Corps (69 respondents), about 40 per cent were employed in occupations related to the environment. Overall, 31 per cent of all participants surveyed obtained employment or education in environmental areas (16 per cent in employment and 15 per cent studying).7

The Impact of Green Corps Participation on Outcomes
Data on the employment and study status of participants prior to commencement on Green Corps are available from the PPM surveys. Of those participants for whom post-programme outcomes are known, some 26 per cent were employed and 14 per cent were studying prior to participation. Three months after participation, these levels had increased to 42 percent and 18 percent respectively.

These differences, however, cannot be taken as evidence for the impact of Green Corps. In most cases, a period of nine months had elapsed between programme commencement and survey follow-up. It would be reasonable to expect an increase in levels of employment and study among any group of young people during this period.8

Most participants perceived Green Corps participation to have a positive impact on employment prospects. The majority of participants surveyed in the PPM survey (85 per cent) considered that Green Corps had improved their chances of getting a job and their desire to find a job.9

Participants surveyed for the evaluation also rated Green Corps highly. Over 80 per cent considered that the skills and work experience gained on Green Corps had improved their chances of finding a job (table 7).10

---

7 DETYA participant survey.
8 Studies of the net impact of labour market programme participation, for example, generally find that levels of employment and educational attendance among non participants also increase over a nine month period. See DETYA, *The Net Impact of Labour Market Programmes*, EMB Report 2/97, Canberra, 1997.
9 DEWRSB monitoring data.
10 DETYA participant survey.
Table 7:  Participant Perceptions of Impact on Job Search Activity and Employment Prospects

<table>
<thead>
<tr>
<th></th>
<th>Agree %</th>
<th>Disagree %</th>
<th>Total (a) %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Was there enough variety of projects to give you a good range of skills and experiences?</td>
<td>79</td>
<td>21</td>
<td>100</td>
</tr>
<tr>
<td>Did the skills and work experience you gained improve your chances of getting a job?</td>
<td>82</td>
<td>13</td>
<td>100</td>
</tr>
<tr>
<td>Did Green Corps improve your motivation to work or look for work?</td>
<td>78</td>
<td>17</td>
<td>100</td>
</tr>
<tr>
<td>Did it give you more confidence in applying for jobs and going for interviews?</td>
<td>78</td>
<td>18</td>
<td>100</td>
</tr>
<tr>
<td>those employed</td>
<td>75</td>
<td>20</td>
<td>100</td>
</tr>
<tr>
<td>those unemployed</td>
<td>91</td>
<td>9</td>
<td>100</td>
</tr>
<tr>
<td>Did it give you a better understanding of what working in a job involves?</td>
<td>79</td>
<td>17</td>
<td>100</td>
</tr>
<tr>
<td>Did it help you to work in a team</td>
<td>93</td>
<td>4</td>
<td>100</td>
</tr>
<tr>
<td>Has your Green Corps experience encouraged you to follow a career in the environment?</td>
<td>66</td>
<td>29</td>
<td>100</td>
</tr>
</tbody>
</table>

(a) Includes those who did not express an opinion.

Source: DETYA participant survey

**Impact of the Education Incentive Payment**

Green Corps provides a one-off payment of $500 to those participants who enrol in a course within six months of completing their project. The aim is to provide a financial incentive to encourage participants to undertake further study or training.

Only 7 per cent of respondents in the participant survey considered that they would not have been able to study without the training allowance. Examination of administrative data indicated that most training allowance recipients were young people who had completed year 12, suggesting that the allowance may have been rewarding individuals for activities they would have undertaken anyway. On these grounds, there may be benefits in removing the incentive payment and using the funds more effectively in other areas.

**The Quality and Relevance of Training**

Green Corps projects need to meet a range of expectations and backgrounds in providing training and work experience. Participants can have widely varying levels of educational achievement and join the programme for a range of reasons.

Green Corps training is designed to contribute to improved career and employment prospects “through the provision of training, skills development, work experience and personal development”. There is both formal and on-the-job training. Formal training is generally contracted centrally by ATCV, with subcontracted agencies arranging their own training.

---

11 The appropriateness of the payment can also be questioned on the grounds that Green Corps participants are being provided with an education incentive that is not available to other young people.

12 Green Corps Programme Guidelines
Participants are required to undertake a minimum of 134 hours of accredited training, comprising four core modules and electives selected from Certificate I in Basic Landcare and Environment Action and Certificate II in Land Conservation and Restoration. Training is also sourced from other relevant accredited curricula when required. Elective modules are selected on the basis of their relevance to the project work being performed.

**Satisfaction with Training**

Former participants were highly satisfied with the level of skills obtained from their training, with 90 per cent reporting that they were either satisfied or very satisfied (table 8).

<table>
<thead>
<tr>
<th>How satisfied were you with the range of skills you got from training?</th>
<th>Total (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very satisfied</td>
<td>47</td>
</tr>
<tr>
<td>Satisfied</td>
<td>43</td>
</tr>
<tr>
<td>Dissatisfied/very dissatisfied</td>
<td>9</td>
</tr>
<tr>
<td>Total (%)</td>
<td>100</td>
</tr>
</tbody>
</table>

**Table 8: Participant Satisfaction with Skills Obtained from Training**

While most participants indicated satisfaction with the training provided, some 23 per cent reported that the level of formal training was ‘too easy’. This probably reflects the widely varying levels of educational attainment of Green Corps participants.

**The Appropriateness of Training**

Most stakeholders had a high opinion of the training component, identifying it as an important factor in the success of Green Corps. In general, the partnering agents interviewed in the case studies thought the teams were being well trained in environmental skills. A reported strength of the training was its emphasis on the practical application of skills.

While some trainers indicated that the theoretical component of the modules was not as enjoyable for participants, particularly when delivered in the classroom, most considered that it was an essential component for participants in gaining a solid knowledge base.

> One participant said to me “I didn’t realise there would be so much [formal] training; I just wanted to go out in a paddock and swing a mattock”. I said to him, “There are thousands of people that can swing a mattock; the only difference is, what are you swinging the mattock at? You’ll never gain employment by swinging the mattock, it’s why you’re swinging the mattock.”

(Trainer)

Some partnering agents and supervisors wanted the accredited training to be more vocationally oriented (for example, gaining ‘ticket’ qualifications, such as the use of chain saws and ‘whipper-snipper’). They considered that these courses were more highly valued by potential employers and enjoyed more by participants. Others, however, believed that greater emphasis should be given to cultivating generic work skills that could be transferred across industries.

---

Accredited training means structured training that is officially recognised by the appropriate State or Territory vocational and educational training authority: DEETYA, *Green Corps Services Contract* 1998.
This reflected a general belief that jobs in the environmental field were limited and that not all participants were looking for careers in the environment.

All participants received some job search training as part of their core training module. A number of stakeholders advocated more training to assist those participants who would be looking for work after Green Corps. About one third of participants surveyed said they did not think they had received training in job search techniques or career planning, suggesting some potential for expansion. Most of those participants who had received job search training said it was sufficient for their needs.

A total of 39 respondents in the participants survey were undertaking further study or training. About one third had gained credits towards their course from Green Corps. This was highest for those studying in environmental courses and at TAFE. Some stakeholders considered that a greater range of qualifications should be made available to Green Corps participants.

4. ENVIRONMENTAL PERFORMANCE

The environmental aims of Green Corps centre on providing young Australians with the opportunity to contribute to high priority conservation projects. The environmental and heritage priorities are those stated by the Government in its policy statement Saving Our National Heritage. For Green Corps, these priorities can include activities which contribute towards protected area management, wildlife conservation and monitoring, management of water quality, protection and establishment of native vegetation, and restoration of heritage buildings as well as coastal and marine conservation.

The environmental assessment of Green Corps was undertaken by the consulting firm AACM International. This section of the evaluation report summarises the findings of the environmental assessment.14

Achievement of Project Goals

The fifteen projects selected for the environmental evaluation represented a wide geographical spread and a range of environmental activities. The performance of these projects in achieving their conservation goals was measured by calculating Goal Attainment Scaling (GAS) scores.

This involved developing performance indicators for the general and project specific elements of each project (summarised in Attachment 1) and quantifying each indicator on a five-point scale. GAS scores were then calculated as a weighted average for all indicators, with each indicator weighted according to its importance towards achieving project outcomes. A score of 3 suggests that a project is performing at about the expected level, while a higher score indicates that a project is performing at a better than expected level. An assessment of the likely achievement of longer term environmental outcomes was also undertaken on a ten-point scale.

Nearly all the projects were assessed as achieving a satisfactory or expected level of performance. Some projects were outstanding while only a few performed poorly. GAS scores against these criteria ranged from 2.6 to 4.6 (table 9).

Table 9: Environmental Performance of Selected Green Corps Projects, Rounds 2 and 3

Only 2 of the 15 projects examined from Rounds 2 and 3 achieved a GAS score on environmental performance of less than 3 out of 5. These were projects of high conservation merit that were poorly executed. This appeared to be due to ineffective design and inappropriate work to achieve the desired outcomes, and insufficient support from a partnering agent that had little experience in planning effective conservation projects.

**Alignment with Local Conservation Priorities**

The Green Corps programme guidelines specify that Green Corps projects “should have the support of the relevant State and local stakeholders and should be consistent with catchment, regional and conservation management plans where such plans exist”.

All but one of the project proposals examined in the evaluation demonstrated a connection with local conservation management plans (table 9). The one exception (Cataraqui Point) was consistent with the State Parks and Wildlife Service operational planning strategy, which was the relevant plan for this project.

Some catchment and other conservation plans identified an extensive list of resource management issues. As a result, almost any environmental activity could address an issue within some local plans. This meant that a connection to local plans was not always a sufficient condition to ensure projects were effectively addressing local conservation priorities (this issue is discussed in detail in Chapter 6: Project Preparation and Design).

**Longer Term Environmental Outcomes**

The evaluation attempted to examine the extent to which the projects were likely to result in longer term environmental outcomes. This involved undertaking an assessment of the likely

---

conservation outcomes for each project on a 10 point scale.\(^{16}\) (It should be noted that the measurement of longer term environmental outcomes will generally only indicate a trend over a longer period of time. The achievement of longer term outcomes will also be dependent on a range of factors, not all of which are within the control of individual projects.)

A rating of seven or more (which was taken to be an expectation of satisfactory achievement of conservation outcomes) was achieved for 10 of the 15 projects (table 8). This suggests that a majority of projects are likely to result in longer term environmental benefits (based on current environmental knowledge).

In some instances, however, the assessment of longer term environmental outcomes was hindered by the quality of the project documentation. Some partnering agents identified broad project outcomes such as increasing biodiversity, improving water quality or educating the community. The extent to which individual projects were likely to influence broad outcomes such as these could not be assessed.

**Other Benefits to the Community**

Most stakeholders reported that Green Corps projects resulted in benefits to the community. These benefits came mainly through providing assistance to groups implementing conservation and community service projects, through educating local community members about the benefits of conservation work, and through providing training and work experience for young people in regional and remote areas. Green Corps projects also provided funding to communities for environmental work and attracted additional resources from partnering agents.

**Contribution to the Community’s Work Programme**

The principal benefit for communities was the provision of a reliable workforce for the seasonal or casual work involved in most conservation activities. Most communities did not have sufficient resources to undertake environmental work, and were reliant on the limited funding and labour (generally volunteer) available within the community. Often, the most that partnering agents could request from landholders, for instance, was to take some land out of production so that conservation work could be undertaken and then protected from further cultivation or grazing.

Green Corps labour was valued because the participants were acquiring skills in the relevant conservation tasks required and could be brought into an area to work on a local project. Stakeholders also reported that Green Corps in general was a superior source of labour compared to that previously available from other project-based government programs such as LEAP. This was attributed, in part, to the general cohesion displayed by teams and to their enthusiasm, hard work and motivation.

**Community Service Elements**

Green Corps projects are structured to include a community service element of two or three days a month. This element is selected by the team in consultation with community representatives.

Most stakeholders reported that the community project elements provided a good opportunity to educate community members about the benefits of environmental work. Some stakeholders, for instance, reported that community projects conducted at local primary schools had provided both publicity and an opportunity to educate teachers and students on environmental issues. Project

\(^{16}\) 1 = no progress at all in achieving the intended outcomes; 5 = about half of the intended outcomes are likely to be achieved or 50% progress on all of them; 10 = complete achievement of all intended outcomes.
work that was highly visible (such as working on roadside verges) also had a significant impact on public and community education.

**Stakeholder Contributions**

Many stakeholders commented that Green Corps provided resources to communities to enable work to be done which would not otherwise have been done. Although stakeholder contributions are not a requirement, Green Corps funding also attracted significant inputs from partnering agents and other stakeholders. This included cash investments as well as labour and other resource support.

The value of these contributions was estimated for nine of the fifteen projects. For most projects, the value of partnering agent inputs was between one third and one half of the value of the Green Corps funding. This was a significant result given that there was no specific requirement for matching of funds.

5 PROGRAMME AND PROJECT MANAGEMENT

Overall management of the Green Corps programme has been contracted out to the Australian Trust for Conservation Volunteers (ATCV). The ATCV is accountable to the Green Corps Advisory Committee (GCAC), which comprises the Parliamentary and Departmental Secretaries from the Education, Training and Youth Affairs and the Environment portfolios.

The evaluation examined project and programme management issues in so far as they contributed to the achievement of programme objectives in the most efficient and effective way. It should be noted that this part of the evaluation did not involve assessing the extent to which the contractor fulfilled their contractual requirements. Rather, it involved examining the adequacy of the administrative arrangements put in place for Green Corps.

The issues examined included project selection, project planning and management, the role of partnering agents in project implementation, and the quality of project reporting.

**Project Selection**

Project identification and shortlisting is currently the responsibility of the ATCV. The contract between the Commonwealth Government and the ATCV requires the ATCV to provide a specified number of projects for each round to the Green Corps Advisory Committee for approval. These projects must be suitable for a trainee workforce, and must meet the environmental objectives set out in the programme guidelines.

The process of identifying projects adopted by the ATCV involves advertising for participants and projects, and canvassing for projects among interested organisations and networks. To facilitate this process the contractor has developed a series of ‘environmental’ networks involving Landcare officers and partnering agents who have previously been involved in the programme. More recently, Green Corps officers have been appointed in every state to facilitate interest in the programme and to assist project applicants.

One example of good practice in project identification and development observed in the evaluation was that of Parks Victoria, who have developed a model that other larger organisations could follow. They conduct an internal call for projects from which they select
projects to be prepared for application for Green Corps funding. This ensures that well
developed proposals with high probabilities of approval are submitted for funding.

Suitable projects are short-listed by the contractor and submitted to the Green Corps Advisory
Committee for approval. To date, the overwhelming majority of projects put forward by the
contractor have received approval. Most of those projects examined were achieving good results
for both participants and the environment, suggesting that the project selection process has been
effective to date.

**Site Management**

Green Corps applications for Rounds 2 and 3 required the provision of a project timetable and
work plan, including a map of all sites. Most of the projects examined met the criteria for
planning as specified in the application form, and were achieving good environmental results.
Some projects had highly detailed site management plans.

One example of an effective site plan included a baseline survey of existing vegetation which
identified endangered plant or animal species and mapped the distribution and types of invasive
weeds. This information was reported in a brief document and revised regularly by the
supervisor to identify the activities undertaken and the actions needed.

Most of the projects examined in the evaluation, however, did not have a detailed
implementation plan against which both linkages with regional plans and on-ground
achievements could be assessed. The application form for Rounds 2 and 3 did not address site
management or linkages with other existing site activities in detail. The lack of detailed site
plans at a number of project sites may have resulted in some disjointed projects. One example
was riverbank rehabilitation that was not continuous and allowed stock to impact on the site.

Green Corps project applications now require more detailed information on measurable outputs
and on linkages to other programmes or activities which address some of these concerns.

**Relationship between Contractor and Partnering Agents**

The success of individual projects depended to a large extent on the quality of the relationship
between the contractor and the partnering agent. In most projects the evaluation found a strong
level of commitment and support from the partnering agent, and a good relationship between the
contractor and partnering agent.

In a few projects there was some evidence of differing views on the objectives of Green Corps.
Partnering agents generally viewed Green Corps primarily as a partnership with the contractor to
achieve conservation aims. The primary role of the contractor, however, is to deliver a
programme which provides work experience and training for participants. The sound
environmental results being achieved to date suggest that this tension has not been significant
enough to compromise the environmental aims of the programme. However, a good balance
between participant benefits and environmental aims needs to be maintained.

**Subcontracting Arrangements**

Of the fifteen projects evaluated, three were subcontracted. These projects performed strongly.
In all instances the subcontractors were locally-based and had training and local experience. All
of the subcontractors also had team members with environmental experience and skills relevant
to the core activities of the project. These sub-contractors were all selected by the contractor
The main concern raised by the subcontractors was their operational budget. The partnering agents involved considered the budgets barely sufficient to meet costs. They felt that this might inhibit future subcontracting arrangements. However, all subcontractors who were interviewed have continued to run Green Corps projects.

*End of Project Reports*

At the conclusion of each project ATCV is required to prepare an End of Project report. The purpose is to summarise the environmental and labour market outputs from each project. These reports contain information on the number of participants who commenced and completed a Green Corps project and on the conservation outputs, such as area revegetated or weeded, kilograms of seed collected and other environmental statistics.

The end of project reports were examined to determine if they contained sufficient information to allow a desk-top evaluation of the conservation effectiveness of individual projects. The accuracy of the data and its usefulness were also briefly reviewed for each project.

The statistics in the reports were broadly accurate, based on cross-referencing to information obtained from site inspections and interviews with stakeholders, but were found to be of only limited usefulness in evaluating the environmental effectiveness of the projects. The end of project reports generally used quantity reporting (for example, kilograms of seed collected or area revegetated). They contained little assessment of how effectively the on-ground works had been achieved or of their conservation quality. Better performance measures at the project level would help to more rigorously quantify the environmental benefits of Green Corps.

6. **MAXIMISING ENVIRONMENTAL EFFECTIVENESS**

In general, the Green Corps projects examined in the evaluation were achieving good environmental results. A number of areas were identified where enhancements could lead to improved environmental outcomes and an increased probability that these outcomes would be maintained in the longer term. These enhancements would need to be balanced against the primary participant benefit objectives of the programme.

The areas relate mainly to the selection, planning and monitoring of projects.

*Project Identification and Selection*

Contracting out the process of identifying and developing projects has two main advantages.

The first advantage is the involvement of a nationally based organisation with experience in selecting and mobilising a volunteer workforce to work on environmental projects. This has enabled the development of projects across Australia with a strong emphasis on participant welfare, and consistent and high standards in areas such as training and occupational health and safety.

Shortlisting of project applications by a contractor also represents an efficient and cost-effective approach to project selection. To date, very few projects have been rejected by the Advisory Committee.

Appraising projects for conservation benefits, however, requires expertise in both nationally and regionally agreed conservation and heritage priorities, formal training in and a sound experience
of applied ecology and land management, and an understanding of the linkages between inputs, outputs and likely conservation outcomes. Arguably, a nationally based contractor is unlikely to have local knowledge or skills in all these areas. This suggests that there could be benefits from involving regionally based organisations or individuals with appropriate skills in the process of identifying and selecting projects.

Currently, Environment Australia (EA) plays a secondary role in Green Corps project selection. Greater involvement by EA at an earlier stage could assist in improving the selection of projects with sound environmental objectives. This could take place through the involvement of Commonwealth and State funded officers (who are located in regional Australia to advance the National Heritage Trust) to provide advice on project design. Such an arrangement would need to be negotiated between EA and DETYA, and would need to be incorporated in any future arrangements with the contractor.

**Project Preparation and Design**

**Linkages to Local Plans**

A clearly demonstrated relationship with local planning priorities and catchment plans is an essential criterion of funding applications for many Commonwealth funded programmes such as the Natural Heritage Trust. Local catchment or conservation plans are assumed to have evolved through a stage of consultation with the local community and other relevant stakeholders regarding the condition and importance of natural resources within their area. This process establishes an agreed list of resource management priorities.

Interviews with Green Corps project representatives suggested that a relationship with local management plans was not in itself sufficient to ensure good environmental outcomes. Plans developed by state agencies did not necessarily extend to clearly defined on-ground activities. In addition, at a regional or local level, catchment and other conservation plans often identified an extensive list of resource management issues. In some instances, almost any environmental activity could address an issue within the local plan.

This resulted in some project applicants claiming connection with a ‘local environment plan’ with only a limited understanding of the objectives and activities of the plan or the incisiveness with which it needed to be addressed.

Access to local technical environmental advice at the initial project design phase would help to ensure appropriate environmental objectives and project design. The recent establishment of local Bushcare officers provides one useful source of technical advice. Where available, contact numbers for local Bushcare or catchment officers should be provided to potential applicants. Closer involvement by Environment Australia in initial project design and selection would also help to ensure the development of projects with appropriate environmental objectives.

**Project Objectives**

Some project proponents were unclear as to the purpose of Green Corps and reported difficulties in trying to develop a proposal that simultaneously encouraged quality training opportunities and environmental outputs. Clear articulation of programme objectives and detailed consideration of individual project methodology at a regional level during selection were seen as important factors in resolving this issue.
The Green Corps Advisory Committee reviews project assessments provided by DETYA and EA prior to approval to ensure that the projects are compatible with programme objectives.

**Project Duration**

Some agents indicated that the six month duration of the projects limited the range of activities the team could undertake. Some groups overcame this by applying for more than one round of project funding, although there was no guarantee that they would receive additional funding.

The current model for delivering Green Corps has a provision for twelve month projects which has not yet been exercised. Some consideration could be given to allowing PAs to apply for consecutive rounds in the one application. While there would be a requirement for a detailed work plan and identifiable indicators for each round, PAs could plan to tackle larger conservation issues that would not be achievable in six months.

Such an arrangement would need to take into account any implications for the number of places which could be funded under Green Corps. One option might involve rotating Green Corps teams through longer projects on a six monthly basis.

**Site Management Plans**

Good site management plans facilitate an appropriate connection with local conservation priorities and allow ongoing monitoring of work at the site. Few of the projects examined, however, had a detailed project implementation plan against which both linkages with regional plans and on-ground achievements could be assessed.

This needs to be addressed during the project selection process. Project plans which identify and document the extent of the environmental problem being tackled (for example, detailing erosion sites, weed infestations or proposed vegetation corridors on a map) and list priority actions are recommended. As part of the selection process, these plans should be assessed against appropriate selection criteria.

**Performance Reporting**

At the time of the evaluation, the Green Corps programme did not have a comprehensive set of performance measures covering the environmental objectives of the programme. The measures that were available referred mainly to employment and education outcomes. They also included activity statistics such as the number of projects, the characteristics of participants, the amount of accredited training, and the quantity of project outputs (such as hectares weeded or kilometres of fencing).

This lack of performance information was partly due to the fact that application forms and end of project reports did not require, or provide guidance for developing, useful environmental indicators. Other reasons included perceptions of the time and expertise required to develop indicators and a lack of resources.

A framework of performance measures needs to be developed at the project level in order to more rigorously quantify the environmental benefits of Green Corps. Such a framework would enable judgements to be made on an ongoing basis about programme effectiveness, thereby meeting public accountability and administrative efficiency requirements.

The GAS indicators developed in the evaluation could provide a basis for establishing environmental performance indicators at the project level. These indicators could serve as benchmarks for the environmental goals and outcomes expected from each project. They would
require further development (by Environment Australia in consultation with DETYA) and would need to be supplemented by indicators that reflect particular project requirements. They would also need to be both cost effective and readily applicable within the scope of Green Corps projects.

This would involve developing application forms and end of project reports that encourage the collection of performance indicator information related to environmental objectives. These changes would need to take into consideration the likely additional administrative burdens on programme managers.

The draft GAS indicators developed for the evaluation are included in Attachment 1.

Partnering agents could also document the value of inputs on their project applications. As well as demonstrating commitment and accountability, this would provide a clearer picture of the overall costs and benefits of Green Corps projects.

**Longer Term Environmental Outcomes**

Factors which were identified as impacting adversely on the achievement of longer term environmental outcomes included poorly defined project objectives, inadequate documentation, a lack of established performance indicators, and changes affecting the longer term maintenance of the site such as loss of resource support.

External factors which could also impact on longer term outcomes included damage from unforeseen climatic events such as drought and bushfires. Any failure to manage environmental problems at larger levels (such as at the sub-catchment level) could also affect the longer term outcomes of Green Corps projects.

Not all of these factors can be controlled by partnering agents. However, better monitoring strategies such as those outlined above will demonstrate that agents have realistically considered the long-term viability of the project and are clear on what they are seeking to achieve.
7. CONCLUSIONS

The Green Corps programme is widely supported by stakeholders and is seen as providing worthwhile benefits to participants and the environment. Most participants would recommend the programme to other young people. The programme was also perceived as delivering significant community benefits by contributing to conservation projects and increased public education and awareness of environmental issues.

Green Corps was designed as a programme for all young people interested in participating in environmental projects. As such, it provides a unique opportunity for young people to participate in environmental work and receive accredited training as well as a training wage. The fact that participants had to apply to join Green Corps was rated by stakeholders as one of the most significant aspects of the programme and one of the reasons for the good results being achieved.

The strongest feature of the programme is its impact on participants. Green Corps has been achieving good results for participants both in terms of employment and education outcomes, and personal characteristics such as self esteem, confidence and motivation. While Green Corps is not a targeted measure, there is also some evidence that it is assisting disadvantaged groups (although not to the same extent as targeted measures). These include Indigenous young people, young people living in rural and remote locations, and the unemployed.
Green Corps has both environmental and participant benefit aims, and needs to be able to demonstrate good environmental results in order to justify the level of Commonwealth funds invested. Achievement of environmental results also helps to maximise the benefits to participants. Those Green Corps projects examined in the evaluation were generally found to be achieving their environmental objectives. In most projects, these were assessed as being likely to lead to positive longer term environmental outcomes.

The evaluation has identified some areas where improvements could be made. They relate mainly to the environmental objectives of Green Corps projects and their likely achievement. Some projects, although well operated, had only a limited connection to local and regional environmental and catchment management plans. There was also a need for more detailed project implementation plans and more rigorous end of project reporting criteria.

The evaluation recommends enhancements to the areas of project selection, planning and reporting. These include greater involvement by Environment Australia in the initial shortlisting of projects, greater use of local technical expertise in project design, and further development of the GAS indicators used in this evaluation to ensure good monitoring and reporting on environmental objectives.

Specifically, the evaluation recommends that:

- there be a stronger focus on local environmental and cultural heritage priorities in project design and selection;

- the environmental performance indicators developed in the evaluation be adapted for use in project planning, monitoring and reporting; and

- consideration be given to the phasing out of the $500 education incentive payment.
ATTACHMENT 1: Performance Indicator Descriptions

Goal Attainment Scaling (GAS) methodology was used to assess the environmental benefits of the selected projects. This involved developing performance indicators for the general and project specific elements of each project and quantifying each indicator on a five-point scale.

1 = most unfavourable outcome
2 = less than expected success
3 = expected level of success
4 = more than expected success
5 = most favourable outcome

GAS scores were then calculated as an average score for all indicators. Scores were calculated both on the basis of unweighted indicators, and indicators weighted according to their importance towards achieving project outcomes.

The general and project specific indicators developed for the evaluation are listed below. The general indicators were used for all projects while the project specific indicators were used as appropriate.

It should be noted that the project specific indicators are those developed for projects selected in the evaluation. These indicators will not necessarily be applicable to the full range of Green Corps projects.

Elements Common to all Sub-Projects

Planning and stakeholder input

Alignment with local and regional environmental management plans.
Thoroughness of planning.
Amount and quality of local stakeholder involvement.

Follow-up

Preparation for follow-up activities.

Stakeholder assessment

Overall effectiveness of the Green Corps teams activities.
Overall perceptions of the environmental outputs of the project.
**Project Specific Performance Indicators**

**Habitat surveying and mapping**
Design and methodology of baseline surveys. 
Technical detail of ecological mapping. 
Usefulness of ecological mapping.

**Environmental weed control**
Short, medium and long term impact of weeding on environmental weed abundance.

**Revegetation**
Site preparation and planting/sowing method. 
Planting design for corridors/habitat. 
Suitable species selection for habitat planting. 
Site protected from grazing using fencing. 
Establishment success.

**Erosion control**
Quality of erosion control and run-off management.

**Seed collection**
Quantity, diversity and quality of seed collected and made available.

**Environmental infrastructure**
Quality of track and campsite construction. 
Quality of fence construction.
### List of Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>ATCV</td>
<td>Australian Trust for Conservation Volunteers</td>
</tr>
<tr>
<td>DEETYA</td>
<td>Department of Employment, Education, Training and Youth Affairs</td>
</tr>
<tr>
<td>DETYA</td>
<td>Department of Education, Training and Youth Affairs</td>
</tr>
<tr>
<td>DEWRSB</td>
<td>Department of Employment, Workplace Relations and Small Business</td>
</tr>
<tr>
<td>EA</td>
<td>Environment Australia</td>
</tr>
<tr>
<td>EMB</td>
<td>Evaluation and Monitoring Branch</td>
</tr>
<tr>
<td>GAS</td>
<td>Goal Attainment Scaling</td>
</tr>
<tr>
<td>GCAC</td>
<td>Green Corps Advisory Committee</td>
</tr>
<tr>
<td>LEAP</td>
<td>Landcare and Environment Action Program</td>
</tr>
<tr>
<td>NILF</td>
<td>Not in the Labour Force</td>
</tr>
<tr>
<td>NTW</td>
<td>National Training Wage</td>
</tr>
<tr>
<td>PA</td>
<td>Partnering Agent</td>
</tr>
<tr>
<td>PPM</td>
<td>Post Programme Monitoring</td>
</tr>
<tr>
<td>REB</td>
<td>Research and Evaluation Branch</td>
</tr>
</tbody>
</table>