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(AusAID)***

Labour Mobility Initiative

Independent Progress Report

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Acronyms

APTC	Australian Pacific Technical College
AusAID	Australian Agency for International Development
DAC	Development Assessment Commission
DEEWR	Department of Education, Employment and Workplace Relations
DFAT	Department of Foreign Affairs and Trade
DIAC	Department of Immigration, Employment and Citizenship
IPR	Independent Progress Report
LEU	Labour Export Unit
LMI	Labour Mobility Initiative
ODA	Overseas Development Assistance
PIC	Pacific Island Country
PSWPS	Pacific Seasonal Worker Pilot Scheme
RSE	Recognised Seasonal Employment Scheme
SWP	Seasonal Worker Program
TVET	Technical Vocational and Educational Training

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Executive Summary

In December 2011 the Australian Government affirmed a commitment to providing opportunities for seasonal employment for Pacific workers with the extension of the Pacific Seasonal Worker Pilot Scheme (PSWPS) into the Seasonal Worker Program (SWP). Delivered between 2009 and 2012, the PSWPS originally included Kiribati, Tonga, Vanuatu and Papua New Guinea and was later expanded to include Nauru, Samoa, the Solomon Islands, Tuvalu and Timor-Leste. At the conclusion of the PSWPS, the SWP commenced on 1 July 2012. AusAID delivers development assistance to participating Pacific Island Countries (PICs) through the Labour Mobility Initiative (LMI).

The PSWPS provided seasonal employment for workers from the Pacific and Timor-Leste in Australia. During the period of the pilot (from August 2008 until June 2012) a total of 1633 Pacific workers were placed in Australia with employers predominantly in the horticultural sector.

As a multi-agency initiative the PSWPS was lead by the Department of Education, Employment and Workplace Relations (DEEWR) and overseen by an inter-departmental committee. This evaluation will focus specifically on the development component of the PSWPS delivered by AusAID which has been guided by two objectives:

1. To increase the benefits for Individuals participating in the Pilot by building their skills in saving, budgeting, sending money home and investing income.
2. To assist Pacific Island Countries (PICs) to improve their capacity to send labour, establish frameworks and systems for temporary labour migration and provide accurate and high-quality information about living and working in Australia.

This report presents an independent evaluation of the assistance provided by the AusAID Pacific Division to PICs to enhance their participation in PSWPS from February 2009 until June 2012. This study has not evaluated the wider PSWPS initiative but has considered the development component of the PSWPS delivered by AusAID. Timor-Leste was not included in this evaluation as they received support for participation in PSWPS through a separate AusAID initiative. The purpose of this evaluation is to assess the relevance, effectiveness, and sustainability of the PSWPS and consider the development impact and quality of the initiative. A secondary purpose is to document lessons learned during the course of the pilot to inform the re-design of the capacity building component of the initiative in 2013.

This evaluation consisted of semi-structured interviews with 42 informants and a review of 31 documents. Many of the interviews were conducted face-to-face with partner country government representatives during a mission to Tonga, Samoa and Kiribati in November 2012, while a remainder of interviews were conducted via telephone with program stakeholders including approved employers and departmental stakeholders following the mission.

In accordance with AusAID Independent Progress Reporting (IPR) requirements this evaluation has rated the performance of the PSWPS against the selected DAC¹ criteria. To summarise, this evaluation rated the PSWPS as highly relevant (5 out of 6), adequate in terms of sustainability (4 out of 6), impact (4 out of 6), and efficiency (4 out of 6), and less than adequate in monitoring and evaluation (3 out of 6),

¹ Development Assessment Commission.

effectiveness (3 out of 6) and gender and disability inclusion (3 out of 6). Further details are outlined below against each DAC criteria area.

Relevance

Very poor	Poor	Below adequate	Adequate	Good	Very high
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This evaluation found that the PSWPS and the SWP are **highly relevant** (rating 5 out of 6) to the development context of the Pacific despite the fact that the seasonal employment and labour mobility do not feature in the *Partnerships for Development* (with the exception of the 2011 Kiribati-Australia *Partnership* where the PSWPS is mentioned). This finding is based on the consistent alignment between development objectives of the PSWPS (to increase benefits for Pacific countries) and country-specific and regional economic development priorities. By targeting specific gaps in institutional capacity within sending country labour export units and through effective coordination with the New Zealand Recognised Seasonal Employer (RSE) scheme, the PSWPS has effectively leveraged existing development investment within the region. While there is a need to clarify the role of AusAID in the delivery of capacity building assistance in the PSWPS/SWP, this has not affected the overall relevance of the assistance provided (particularly with reference to increasing institutional capacity and managing the supply and exportation of labour). In summary the assistance provided by AusAID in the PSWPS has been highly *relevant* to the context and aligned to the shared development goals.

Effectiveness

Very poor	Poor	Below adequate	Adequate	Good	Very high
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With particular reference to the focus areas of this evaluation (increasing the institutional capacity of labour sending arrangements) this evaluation found that based on available evidence, **the PSWPS was less than adequately effective** (rating 3 out of 6).

During the pilot partner countries Tonga, Kiribati, Vanuatu and Papua New Guinea received technical assistance from the World Bank on behalf of AusAID to increase their capacity to manage the supply of labour. This evaluation found **minimal evidence of change** within the sending country labour export units (LEUs) as a result of the interventions conducted. For example, databases developed with AusAID funding are not being utilised in Tonga, Kiribati or Vanuatu. While there are exceptions, interventions including marketing, policy, regulation and organisational management systems are also not being utilised in these countries. There appears to have been insufficient follow-up and support to enable LEUs to adequately use and apply the support provided. External factors such as staff turnover (all countries), a lack of leadership within some Ministries (Kiribati) and institutional re-structuring (Tonga) have negatively influenced the effectiveness of interventions. In particular, a major government restructure in Tonga has effectively nullified positive gains in institutional capacity, specifically in the development and consolidation of organisational systems of the LEU. Meanwhile, in other areas of assistance such as marketing and pre-departure training, there was inconclusive evidence to rate the effectiveness of the interventions conducted.

It needs to be taken into account that capacity development is a long-term investment. This investment in human and institutional capital made by AusAID will take time to show benefits. It was made clear from senior officials in Tonga, Samoa, Kiribati and Vanuatu that the assistance has been highly valued.

This is due to the high degree of relevance (see above) but also because assistance was strategically targeted at agreed country-specific requirements.

Sustainability

Very poor	Poor	Below adequate	Adequate	Good	Very high
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This evaluation has found that the investment made by AusAID in the PSWPS has made **adequate progress in terms of ensuring long-term benefits and outcomes** (rating 4 out of 6). Sustainability is viewed here in terms of the likelihood that the scheme could be run independently by the partner countries, ensuring ongoing outcomes and benefits.

There are remaining resource and capacity constraints which influence the ability of LEUs to effectively meet demand from Australian employers and undertake the necessary screening, selection, recruitment and preparation of workers. The key to sustainability of the investment will be through the investment in institutional capacity – which has yet to show results. While there is a high level of political commitment in partner countries to the PSWPS, all LEUs are still highly susceptible to external shocks due to low numbers of staff, high levels of staff turnover and a reliance on individuals. As the scheme grows in magnitude of applicants, LEUs will be faced with increased processing requirements. In order to capitalise on the investment made to date by AusAID further institutional strengthening is required to embed and normalise structures and systems within the LEUs.

In summary, while there is a clear appetite for the SWP and supports in place to build institutional capacity for countries to independently manage the scheme, if AusAID assistance were to end now it is likely that the scheme would encounter significant difficulties and challenges in the supply of workers which would potentially compromise the integrity of the scheme. Nonetheless the sustainability of the initiative has been rated as adequate because the investment in institutional capacity building has been carefully targeted to identified needs. There is marginal evidence of uptake of new organisational systems and structures to date to process and manage labour supply. However, with time and sufficient support uptake and adoption is more likely to happen. Overall, more investment of effort is necessary to ensure that the scheme is sustainable and yields long term benefits and outcomes for partner countries.

Impact

Very poor	Poor	Below adequate	Adequate	Good	Very high
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Based on a study of the development impact by Gibson and McKenzie² at the mid-point of the PSWPS (2011) as well as evidence from stakeholder interviews, this evaluation has found that **the impact of the PSWPS on workers was moderate**. Although the development impact on an individual basis is high (taking into account per capita remittances and earnings) the impact on a country basis is moderate due to low numbers of participants in the PSWPS overall. AusAID's influence on impact is limited because

² 'Australia's Pacific Seasonal Worker Pilot Scheme: Development Impacts in the First Two Years', Department of Economics Working Paper in Economics 09/11 (June 2011), report prepared for the World Bank.

their involvement is largely indirect and predominantly involves working with LEUs through the World Bank.

By providing *direct benefits* for Pacific workers the PSWPS has made an average contribution of around \$12,000-\$13,000 per annum to participating workers, of which around \$5,000 is remitted to the home country per person, which represents a gain of \$2,600 once opportunity costs of staying in Pacific is discounted. The Gibson and McKenzie (2011) study also found that the scheme has resulted in a reasonably equitable distribution of benefits based on a spatial analysis of workers households in Tonga. While further research is required to fully understand the aggregate benefits of the PSWPS it is widely recognised that the scheme has significant potential in delivering economic and social outcomes through the provision of employment opportunities.

Aid quality

This evaluation has considered the quality of the aid delivered in the PSWPS including the following factors: gender and disability inclusion, efficiency, and monitoring and evaluation.

Gender and disability inclusion

Very poor	Poor	Below adequate	Adequate	Good	Very high
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Based on an assessment of these components of the PSWPS, this evaluation has rated **gender and disability inclusion in the PSWPS as less than adequate** (3 out of 6). While the influence of AusAID in increasing gender and disability inclusion is limited because the scheme is demand driven, there are no explicit inclusion strategies in place to influence greater equity in the scheme. Between 2008 and 2012 around 13% of the workers placed in the PSWPS were female, while there were no officially reported instances of workers with disabilities participating in the pilot. As a result this evaluation has recommended that there is room for improvement in increasing gender and disability participation.

Efficiency

Very poor	Poor	Below adequate	Adequate	Good	Very high
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The PSWPS increased in efficiency throughout the duration of the scheme. An increase in workers in Australia in 2011 and 2012 increased the efficiency of the investment in the LEUs by AusAID. With increased numbers of workers and a rising proportion of returning workers in 2011/12 the LEUs were able to capitalise on economies of scale to maximise the best use of staff time and resources allocated to the supply of labour. While these results are positive, due to a lack of available data this factor has been rated as adequate. Nonetheless, there is a high likelihood that gains in efficiency will be realised as the Seasonal Worker Program is rolled out.

Monitoring and evaluation

Very poor	Poor	Below adequate	Adequate	Good	Very high
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This evaluation has found that monitoring and evaluation (M&E) planning conducted by AusAID did not provide an effective basis for program M&E. Partly as a result of poor planning, most M&E conducted

for the PSWPS appears to have been conducted on an *ad hoc* basis in order to satisfy reporting requirements. Meanwhile there is insufficient documentation by program partners, including the World Bank, to provide a detailed understanding of program activities and outcomes that have occurred as a result of the interventions implemented.

Lessons learned and recommendations

Finally, this evaluation has documented a number of lessons learned from the PSWPS relating to a range of areas including program governance, recruitment and regulation, pre-departure training, marketing, communications and engagement, maximising development impacts, skills and financial literacy training, support for labour export units, and monitoring and evaluation. These lessons are documented in Section 4 (page 37) of this report alongside recommendations for the Seasonal Worker Program.

Based on the PSWPS evaluation findings and lessons learned the following recommendations have been made for the SWP.

1. Clarify the role and responsibility of AusAID in the Seasonal Worker Program focusing on the how capacity building fits within the wider program design and ensure that this is communicated to program partners.
2. Where possible AusAID should engage with both partner countries and the Australian Government High Commissions at post to include a stronger commitment to labour mobility in the Pacific Partnerships for Development.
3. Provide support for the LEUs in Pacific sending countries to provide greater oversight of the direct recruitment mechanism.
4. Work with Pacific LEUs to ensure that pre-departure training is undertaken for all participants and that it is appropriate to the requirements of both Pacific workers and employers.
5. Engage closely with DEEWR to identify Australian domestic labour market requirements and employer preferences and ensure that this information is communicated to Pacific sending countries.
6. Continue to provide opportunities for Pacific countries to market their workers based on country specific strengths and Australian labour market requirements through the Public Sector Linkages Program.
7. Consider providing further assistance to LEUs in communications and marketing possibly through the placement of a skilled volunteer through the Australian Youth Ambassadors for Development (AYAD) or Australian Volunteers for International Development (AVID) programs.

- 8.** Engage with employers and LEUs to ensure that a balance of returning and first time workers is recruited in the Seasonal Worker Program.
- 9.** Develop strategies to increase the distribution of benefits equitably in the scheme.
- 10.** Strengthen the link between the SWP and further training opportunities such as TVET and APTC for instance by including referrals to training in debrief sessions for returning workers.
- 11.** Continue to provide assistance to Pacific labour export units based on the institutional assessments conducted by the World Bank.
- 12.** Greater oversight of the interventions conducted by the World Bank and other contractors/sub-contractors is required to monitor program effectiveness.
- 13.** Establish a mechanism whereby Pacific governments communicate any structural or institutional changes likely to affect the capacity of labour export units to development partners in advance.
- 14.** Ensure that capacity building interventions have an adequate level of follow up support and training for LEUs in order to realise the utilisation of tools and processes that are developed.
- 15.** Clarify the Theory of Change for the Seasonal Worker Program illustrating how the program will contribute towards higher level development objectives.
- 16.** Develop a Seasonal Worker Program monitoring and evaluation framework which aligns with the design of the capacity building assistance package in 2013 and the SWP Theory of Change. Ensure that the framework contains guidance on documenting routine project monitoring (i.e. capturing records on number of workers who have attended pre-departure training) as well as demonstrating project outcomes and achievements (i.e. changes in the capacity of LEUs).
- 17.** Where possible engage program partners in the design and implementation of a monitoring and evaluation system capable of demonstrating the performance and achievements of the seasonal worker program as well as providing information for program improvement and management purposes.

Section 1: Introduction

1.1 Background

On 18 December 2011, the Australian Government approved the establishment of an ongoing Seasonal Worker Program (SWP) commencing on 1 July 2012, to build on the outcomes of the Pacific Seasonal Worker Pilot Scheme (PSWPS). The Pilot, which was first announced in August 2008, allocated up to 2,500 visas for employment in the horticulture sector. Kiribati, Papua New Guinea, Tonga and Vanuatu were invited to participate in the Pilot. PSWPS was later expanded to include Nauru, Samoa, Solomon Islands and Tuvalu. Timor-Leste was also included in a trial of the Pilot in the tourism accommodation sector in Broome, Western Australia. Up until 30 June 2012, 1,633 visas had been issued.

AusAID's role in the PSWPS had two main objectives:

1. AusAID will increase the benefits for Individuals participating in the Pilot by building their skills in saving, budgeting, sending money home and investing income.
2. AusAID is assisting PICs to improve their capacity to send labour, establish frameworks and systems for temporary labour migration and provide accurate and high-quality information about living and working in Australia.

Under the Pilot Scheme, AusAID was tasked to assist participating countries to meet their MOU obligations by providing the following:

1. **Capacity Building:** To develop, implement and improve governance arrangements in participating countries to send and manage nationals working overseas.
2. **Evaluation:** To measure the efficacy of such a scheme to contribute to economic development in the Pacific and the effectiveness of AusAID's assistance to participating countries.
3. **Add-on Skills Training:** Financial Literacy Training – compulsory financial education delivered by Westpac Pacific Banking; Foundation Skills Training – optional training to support workplace learning; basic literacy, numeracy, information technology and first aid skills are provided through employers of seasonal workers and communications: provision of training and awareness-raising materials for labour sending agencies to deliver pre-departure briefings to seasonal workers.

Whole-of-Government management of the PSWPS and now the SWP in Australia is led by DEEWR while AusAID provides support specifically in the delivery of the capacity building component of the SWP. In support of the Pilot AusAID provided a total of \$4.793 million in funding over a four year period between August 2008 and June 2012. The AusAID component of the PSWPS has been delivered by the Pacific Division (Labour Mobility Initiative [LMI]). Unless otherwise noted this evaluation focused on the PSWPS rather than the SWP or the LMI.

1.2 Scope

The scope of this evaluation includes the Pacific Seasonal Worker Pilot Scheme (PSWPS) delivered between February 2009 and June 2012. The evaluation focuses specifically on the capacity building component (see **Section 1.3** ‘Purpose’ below) and the role of AusAID within the whole of Government approach of delivering the PSWPS. The focus is largely on the *supply side* (the preparation and exportation of Pacific workers) of the PSWPS. The evaluation also provides a cursory consideration of the following components of the Seasonal Worker Program: financial literacy training, add-on skills training, communications and marketing materials and the evaluation of the development impact of the pilot scheme.

1.3 Purpose of the evaluation

The purpose of this evaluation is to:

- meet the requirements of an independent evaluation
- understand which capacity building activities conducted in the Seasonal Worker Program can maximize development outcomes
- provide lessons to feed into the design of the next phase of the Seasonal Worker Program.

This evaluation aims to provide program *accountability* by fulfilling requirements as set out in the AusAID Guidelines for Managing Independent Evaluation of an Aid Activity. In addition, the evaluation documents and disseminates lessons learnt from the PSWPS for program *improvement*. Specifically the evaluation aims to inform decisions to support the new and permanent SWP, particularly informing the design of a new package of capacity building assistance planned for 2013. Finally, as New Zealand is working with similar partners in the Pacific, where possible the evaluation attempted to assess the efficiency of allocation of resources (for capacity building) and also identify opportunities for cooperation between partners.

1.4 Evaluation Audience

The primary audience for this evaluation is the AusAID Pacific Division and the Seasonal Worker Program design team, which may include external consultants. Secondary audiences for this evaluation include other Australian Government Departments including DEEWR, DIAC and DFAT, as well as Pacific partner country governments.

1.5 Key Evaluation Questions

Evaluation planning, data collection, and analysis were guided by a set of Key Evaluation Questions (KEQs) and sub-evaluation questions (see below). These questions frame the inquiry for this evaluation study and are also used to structure the report.

In accord with the Terms of Reference (TOR) and discussions held at the planning workshop, this evaluation places a greater focus on the relevance, effectiveness and sustainability, whilst providing less

in-depth assessment of impact and aid quality (including gender, social inclusion, efficiency and monitoring and evaluation).

The key evaluation questions and sub-questions are:

- 1. Relevance.** To what extent is the Initiative relevant to the development context? Specifically, to what extent does the initiative:
 - a. Address critical gaps in the development context?
 - b. Align with development priorities?
 - c. Leverage existing policies, programs and/or donors?
- 2. Effectiveness.** How effective was the investment in achieving the intended outcomes? Specifically, to what extent:
 - a. Has AusAID worked in a way so as to maximise the development outcomes from PSWPS and how can it do this further?
 - b. Has institutional capacity to manage the exportation of equitable labour improved as a result of the initiative?
 - c. Has the demand side of labour export been effectively developed in order to support the achievement of program objectives?
- 3. Sustainability.** How sustainable and enduring are the benefits of the initiative likely to be?
- 4. Impact.** What evidence is there of expected and unexpected (positive or negative) impacts on seasonal workers?
- 5. Aid Quality.** To what extent was the initiative well managed and inclusive?
 - a. How gender inclusive is the initiative?
 - b. How disability inclusive is the initiative?
 - c. How efficient was the initiative?
 - d. How effective was the Monitoring and Evaluation?

These KEQs will be addressed through the implementation of an evaluation methodology (detailed in Section 2) developed specifically for this evaluation in accord with AusAID IPR Guidelines.

Section 2: Methodology

This section will outline the evaluation process and methodology utilised in this evaluation. The evaluation process used consisted of four steps including: evaluation planning, data collection, analysis and reporting. In order to address the KEQs set out in **Section 1.5** this evaluation has combined primary qualitative data, with an analysis of project documentation and existing quantitative data.

2.1 Evaluation planning

The planning stage consisted of a planning workshop to clarify the evaluation scope and PSWPS theory of change or program logic, identify and confirm evaluation KEQs and sub-questions, discuss performance criteria, and identify data sources and methods.

The PSWPS Theory of Change (**Annex 1**) is a thinking tool used to clarify our understanding of how change towards a particular desired result is likely to happen. This involves articulating the causal steps between the financial contribution and actions of the development intervention and the intended results. This model was refined during the course of the evaluation.

2.2 Data collection

A total of 31 program documents were reviewed to address the themes of program relevance, effectiveness, impact and aid quality. Where possible, documents were reviewed prior to the evaluation mission during October 2012 and used to inform the development of interview guides. Documents are outlined in Annex 2.

Qualitative data was collected through a series of semi-structured interviews with individuals and groups (of up to four people). Interviews were conducted face to face during an evaluation mission during October and November 2012 to New Zealand³, Tonga, Samoa and Kiribati. Prior to and following the mission, interviews were made with remaining informants via telephone.

Semi-structured interviews were conducted with informants using an interview guide (see Annex 4) which was used to ensure that informants were asked the same questions and that the evaluation topics (KEQs) were covered by the evaluator. During the course of the interviews the questions were framed by the guide, however further questions were asked where necessary based on the interaction between the evaluator and informant. Semi-structured interviews were conducted independently by the evaluation team leader who recorded responses by hand or with a digital recorder and every interview

³ To meet with Recognised Seasonal Employer [RSE] scheme staff.

was written up as an individual transcript⁴. Informants received information concerning ethics and confidentiality prior to the interview (See **Annex 5**).

Table 1. Total number of informants

Category	Details	Number of respondents
Strategic informants	Australian government agencies New Zealand government agencies Westpac, World Bank	19
Labour Export Units	Partner country government agencies	16
Approved employers	Labour Hire Agencies (Australia) Horticulturalists (Australia)	3
Returned workers	Kiribati	4
Total		42

Informants were purposively selected in conjunction with the AusAID evaluation manager based on their (i) involvement in the program and; (ii) interest, influence, expertise and experience with the program and/or Pacific labour mobility and seasonal employment/migration.

2.3 Data analysis

Existing data from PSWPS documentation was initially reviewed and analysed against the relevant key questions and sub-questions prior to the interviews. All qualitative interviews and focus groups were recorded by hand or digital recorder and transcribed. These transcriptions were then coded and entered into a matrix according to their relevance to evaluation sub-questions. Data was then analysed for key themes and patterns, and where relevant, significant convergence and divergence of findings was noted. Once all the data had been synthesized against each of the sub-questions the evidence was used to formulate a conclusion against the questions. For sustainability and effectiveness the data will be compared to the expected results articulated in the rubric and performance was scored on a scale of 1-6.

2.4 Reporting

There were three reporting milestones during the course of the evaluation including an **Aide Memoire** where initial results and findings were presented in person at post in Tonga (2 November 2012) and Kiribati (7 November 2012). Following the evaluation mission a draft report was prepared (submitted electronically on 21 December 2012) followed by a final report submitted electronically on 27 March 2013).

⁴ Unless otherwise noted during the evaluation an AusAID representative was present during seven interviews with the New Zealand Ministry of Business, Innovation and Employment (MBIE), the Kiribati Ministry of Foreign Affairs and Immigration (MFAI), the Samoan Ministry of Prime Minister and Cabinet (MPC), Australian Department of Foreign Affairs and Trade (DFAT) (Tonga, Kiribati and PNG posts), and the PNG Department of Labour and Industrial Relations (DLIR) to facilitate program learning.

Section 3: Findings

3.1 Relevance

This section will outline the relevance of the PSWPS first to the development context of the Pacific region and secondly to the partner countries (on a country by country basis) including nations that received assistance from AusAID in the pilot scheme: Kiribati, Tonga, Vanuatu and Papua New Guinea⁵.

3.1.1 The Pacific development context

Temporary migration has a long history in the Pacific countries and is a significant and highly topical issue for Pacific countries. Temporary migration and labour mobility is regularly discussed at the Pacific Islands Forum and in bilateral discussions. In 2006 the Australia Pacific Technical College (APTC) was developed with a stated intent to provide opportunities for skilled labour migration⁶, while all Pacific countries have established policies, strategies and governmental structures for facilitating labour migration. These policies have largely been developed in response to the New Zealand RSE scheme and the PSWPS.

Trade and labour mobility are potentially key components of economic growth in Pacific countries. While labour mobility has not been a major contributor to economic development in Melanesia its influence has grown in Polynesia and parts of Micronesia particularly since the introduction of the RSE scheme.

In 2006 an Australian Senate Committee Inquiry⁷ found that the unskilled labour migration is consistent with the development priorities of Pacific:

“There is unanimous agreement among bankers, including the World Bank and the Asia Development Bank, and among academic experts, that stimulation of Pacific island economies through remittances, through increasing the skill levels of workers from the islands, and reducing the economic isolation which plagues many Pacific states, are all valuable contributions to achieving identified aid objectives. The movement of unskilled labour, even to a limited extent, and on a temporary but systematic basis, is consistent with these other objectives.”

Through remittances and employment opportunities the PSWPS contributes directly to the *Millennium Development Goal* of poverty reduction. The *AusAID Annual Program Performance Report 2010: Pacific Regional Program* notes that labour mobility is an important aspect of Australia’s economic engagement with Pacific island countries. At a regional level, PSWPS broadly contributes to the *Pacific Plan* goal of

⁵ Although Timor-Leste was included in the pilot scheme, funding for capacity building assistance was received through a separate AusAID initiative to the Labour Mobility Initiative, which falls outside the scope of this evaluation.

⁶ One of the stated goals of the APTC is that “Pacific Islander women and men with Australian qualifications realise improved employment opportunities nationally, regionally, and *internationally* in targeted sectors” (emphasis added).

⁷ *Inquiry into Pacific Region seasonal contract labour Perspectives on the future of the harvest labour force* (2006).

‘fostering economic development’ though there are no specific references to labour mobility and seasonal employment within the Plan.

Despite the high profile of the PSWPS/SWP and the New Zealand RSE scheme within Pacific Islands the PSWPS does not feature prominently in any of the *Partnerships for Development* between Australia and PSWPS partner countries, with only one reference to the PSWPS (Kiribati). A key point which was also made by an AusAID representative⁸ is that while labour mobility has considerable potential often there are higher priorities for Pacific countries who “struggle for capacity in core functions such as government procurement, budget management and Human Resources policy/management”.

Further detail on the alignment between national priorities and the PSWPS is detailed below by countries involved in the pilot.

3.1.2 Alignment with development priorities

This section draws on two main sources in setting out the alignment between country specific priorities and the PSWPS: i) *Partnerships for Development* between Australia and Pacific countries as well as ii) interviews with senior officials in each country involved in the pilot⁹.

Kiribati

Originally developed in 2009, the *Kiribati-Australia Partnership for Development* is the only partnership agreement to make a specific reference to the PSWPS. The PSWPS is referred to under Priority Outcome Two: “Workforce Skills Development” where the “slow start” to the pilot and the low numbers of Kiribati workers in the scheme is highlighted. The “importance of tapping into the unskilled labour market” and providing opportunities for outer islands within the scheme is also noted. The Kiribati-Australia Partnership also notes that AusAID is committed to advocating “more strongly on the issue of access [for Kiribati] to Australia’s labour markets to other government departments” (2011: 7).

The PSWPS is relevant to the Government of Kiribati policy of ‘Migration with Dignity’; the long term strategy relocating population displacement caused by sea level variation in Kiribati. Several senior Kiribati officials who regard the PSWPS scheme as a critical aspect of the broader migration and long term re-settlement strategy of the country referred to this policy in interviews. Kiribati officials emphasised that the PSWPS provides employment and skills development opportunities for Kiribati workers, which in the long term will facilitate ‘migration with dignity’. This policy is also recognised in the *Kiribati-Australia Partnership for Development* which specifically highlights the importance of international pathways to employment through Technical and Vocational Education and Training (TVET). The *Implementation Schedule* under the Partnership subsequently focuses on building the ‘employability’ of Kiribati nationals under ‘Priority Outcome Two: Workforce Skills Development’.

In addition to aligning with migration policy, the PSWPS is also consistent with the employment policy of the Government of Kiribati. A high unemployment rate, particularly amongst youths and limited employment opportunities, a growing population and a high rate of urbanisation and in-migration from

⁸ Made in correspondence during report review.

⁹ With the exception of Timor-Leste.

outer islands to the capital of Tarawa are further reasons why the PSWPS was relevant to the national development context in Kiribati.

Tonga

The PSWPS is not referred to in the *Partnership for Development between the Government of Australia and the Government of Tonga*. While it is recognised in *Australia's International Development Assistance Program 2012-13*¹⁰ that “employment options are lacking” in Tonga, there is no formal recognition of the role that PSWPS and SWP play in providing employment opportunities.

Tongan officials stated that the PSWPS directly aligns with national priorities by addressing goals of poverty alleviation through employment opportunities. Tongan officials argued that the PSWPS provides a direct contribution to the goal of poverty alleviation through remittances. From the point of view of DFAT staff in Tonga¹¹, the PSWPS is consistent with the economic and social development priorities of Tonga.

Vanuatu

The PSWPS is not referred to in the *Partnership for Development between the Government of Australia and the Government of Vanuatu*. In interviews a senior Vanuatu government official observed that the PSWPS is an important scheme for Vanuatu through providing opportunities for employment and “economic independence”.

Papua New Guinea

Although there is no reference to the PSWPS in the *Partnership for Development between the Government of Australia and the Government of Papua New Guinea*, recent bi-lateral negotiations between countries¹² have officially recognised the “maturing” and “growth” of labour mobility between the two countries. In evaluation consultations PNG officials said that the PSWPS is highly relevant to the PNG development context due to employment opportunities afforded by the scheme. They specifically cited a growing rate of urbanisation and youth unemployment as trends which made labour mobility and seasonal employment opportunities timely and important.

Samoa

There is no reference to seasonal employment or labour mobility (including mention of the PSWPS) in the *Partnership for Development between the Government of Australia and the Government of Samoa*. In interviews with senior Samoan officials they commented that the PSWPS is highly relevant to the development context in Samoa by providing employment opportunities to poor Samoans.

¹⁰ Australia's International Development Assistance Program 2012-13. Helping the World's Poor: Implementing Effective Aid' Statement by Senator The Honourable Bob Carr, Minister for Foreign Affairs. 8 May 2012.

¹¹ There are no AusAID staff with any involvement in the PSWPS or SWP in Tonga.

¹² The 21st Papua New Guinea – Australia Ministerial Forum (6 December 2012).

3.1.3 Coordination between Australian Government partners

Because the PSWPS is a multi-agency initiative this evaluation has considered coordination of Australian Government partners including AusAID, DFAT, DIAC and DEEWR with regards to Pacific development priorities.

Each agency has a different role with regard to the development objectives of the PSWPS. While DEEWR is the lead agency for the implementation of the PSWPS/SWP, from a development point of view AusAID plays a central role in terms of providing oversight and taking responsibility for building the capacity of labour export units within partner countries. DFAT is the primary point of liaison for partner countries in the program. Meanwhile, DIAC and DEEWR also engage directly with partner countries specifically in relation to immigration (DIAC) and recruitment (DEEWR).

While there were mixed views among program stakeholders on the level of coordination between Australian Government agencies more generally in the PSWPS¹³ there was broad agreement among Australian Government and partner country stakeholders that the delivery of capacity building in the scheme was well lead and coordinated by AusAID.

The level of engagement of DFAT and AusAID in addressing development priorities within the PSWPS appears to vary from post to post. In Tonga DFAT officials liaise with the relevant partner government ministries on behalf of the Australian Government. Due to the high profile and diplomatic interest in the PSWPS in Tonga, DFAT have close liaison with the Ministry of Internal Affairs (MIA). Conversely, AusAID Tonga staff appear to have little or no involvement in the delivery of the PSWPS. DFAT staff at post in Tonga requested further clarification on the role of AusAID within the program, particularly with regards to the development goals of the program. This suggestion was echoed by other agencies consulted for the evaluation (including DIAC and DEEWR). See **Section 4.1** 'Lessons Learned and Recommendations' for further discussion on clarifying the role of AusAID within the program.

3.1.4 Leveraging existing programs

This evaluation considered the extent to which the PSWPS coordinated with the RSE scheme and leveraged existing investments in the labour sending arrangement of Pacific countries. The PSWPS began implementation in 2009 following the New Zealand RSE scheme, which has been in operation since 2007. Evidence suggests there is an appropriate level of coordination between the RSE and PSWPS/SWP in terms of delivering capacity building activities with little evidence of duplication between the two schemes in terms of investment in building the capacity of partner countries.

It is not the purpose of this evaluation to consider the similarities and differences between the RSE scheme and the PSWPS. Nonetheless it is important to highlight some key differences between the two schemes as they relate to the 'model' of delivery. To begin with, the PSWPS has more of an explicit institutional capacity development focus than the New Zealand RSE scheme¹⁴. The New Zealand RSE scheme has multiple objectives that are not present in the Australian scheme such as 'transforming'

¹³ Comments made concerning a "lack of coordination" and "disjointed" delivery were largely made in reference to areas that were not the focus of this evaluation such as liaison with employers.

¹⁴ This point was made by respondents including MBIE, World Bank and DFAT representatives.

domestic (New Zealand) industry through the provision of a secure workforce. In addition, the PSWPS is implemented by four Australian Government partners (as discussed above) including AusAID, DFAT, DIAC and DEEWR, while the New Zealand RSE scheme is in effect implemented by one government department, (the Ministry of Business, Innovation and Employment [MBIE] with support from the Ministry of Foreign Affairs and Trade [MFAT]). In effect the RSE scheme uses a more direct delivery mechanism involving less coordination between government departments than the Australian scheme (PSWPS) which involves four federal agencies as well as contractors (the World Bank) and sub-contractors (hired by the World Bank).

The widely held view from RSE and PSWPS stakeholders consulted for this evaluation is that both schemes are complementary. Both New Zealand and Australian scheme implementing partners were positive about the level of coordination between the two programs. This view was endorsed by partner country representatives who uniformly welcomed the PSWPS in addition to the RSE and the opportunity for seasonal employment in another market. The Ministry of Internal Affairs in Tonga cited a recent example of awareness raising activities conducted in partnership between the RSE and PSWPS as an example of the two programs working effectively together. Meanwhile, all Pacific labour export units including Tonga, Kiribati, Vanuatu and PNG currently process workers for both schemes concurrently (with seasonal differences).

This finding that the PSWPS has been well coordinated with the RSE is supported by a review of matrices¹⁵ designed by AusAID to aid coordination between the RSE scheme and the PSWPS/SWP. The evaluation found that the matrices were welcomed by development partners including the World Bank and the New Zealand MBIE the application and uptake and use of this tool by has to date been limited. From a coordination point of view the matrices do however demonstrate that the AusAID assistance is targeted to areas not otherwise covered by the RSE scheme.

3.2 Effectiveness

This section will present the findings from an assessment of the effectiveness of the PSWPS in terms of achieving outcomes, maximising development outcomes and supporting demand for Pacific workers.

This evaluation has found that there is **minimal evidence of change** as a result of the investment made by AusAID in **institutional capacity** within the labour units of PSWPS partner countries who received assistance during the pilot (Kiribati, Tonga and Vanuatu¹⁶).

3.2.1 Number of participants in the scheme

Overall the number of participants in the PSWPS (1633) fell well short of the proposed target (2500) for the four year pilot period. There is a wide acknowledgement that the number of workers in the pilot

¹⁵ The 'Kiribati Labour Mobility Needs Assessment Matrix' and the 'Tonga Labour Mobility Needs Assessment Matrix'.

¹⁶ The World Bank conducted an Institutional Assessment in Papua New Guinea (PNG) during the Pilot period but capacity building assistance was never approved by the PNG Government. Therefore PNG has not been included in this section considering the effectiveness of capacity building activities.

scheme was limited by demand-side rather than supply-side issues. As Table 3 (Annex 5) shows a total of 1633 participants in the PSWPS between 2009 and 2012¹⁷ with Tonga being by far the most well represented country within the scheme. In terms of the supply-side it is worth noting that during the pilot the Pacific LEUs were able to keep up with demand, particularly as the number of workers grew during 2011 and 2012. This indicates that during the pilot the LEUs were able to effectively process a suitable quantity of workers.

3.2.2 Institutional capacity

In the AusAID Pacific Regional Program Annual Program Performance Report (APPR) (2011) it is stated AusAID will “help Pacific Island countries improve their capacity to manage recruitment and processing for offshore labour markets including through the Pacific Seasonal Worker Pilot Scheme”. Institutional capacity building activities were conducted in three countries (Tonga, Kiribati and Vanuatu) by the World Bank on behalf of AusAID during the pilot. During the course of the pilot AusAID invested in a series of country specific institutional assessments. These were followed by interventions targeted at assisting PSWPS partner countries to manage the supply and exportation of labour under the PSWPS and the RSE scheme. The interventions conducted by the World Bank (2011) in these three countries aimed to establish institutional arrangements to effectively:

- identify markets for labour export and prepare workers for those markets,
- establish and implement regulatory frameworks for the oversight of labour export,
- sustain the strategic management and operational delivery of supply side requirements for successful labour export and;
- leverage development outcomes.

Prior to the implementation of capacity building interventions by the World Bank each country underwent an institutional assessment. Requirements for strengthening institutional arrangements for managing the temporary labour migration were conducted. At the time of evaluation, institutional assessments had been conducted for Tonga (December 2008), Vanuatu (March 2009), PNG (May 2010) and Kiribati (March 2009)¹⁸. Each assessment was conducted in the form of an expert review conducted by World Bank contractors, who conducted a document review and consultations. In some cases institutional assessments drew on earlier assessments conducted in country by the World Bank.

The institutional assessments identified areas where each country requires assistance in order to manage the supply and exportation of labour to both New Zealand (for RSE) and Australia (for PSWPS). The institutional assessments in turn provided a basis for capacity building interventions which were conducted in Tonga, Vanuatu and Kiribati¹⁹. Interventions ranged from establishing regulatory frameworks for labour supply and recruitment to human resource management policies and procedures as well as operational tools such as databases for information storage, retrieval and analysis. Because

¹⁷ Note that these figures represent the total number of visas issued to workers during this period.

¹⁸ No assessment was conducted in Nauru because Nauru is not a World Bank member country.

¹⁹ No interventions were conducted in PNG.

interventions varied depending on the country specific requirements, this section will discuss the effectiveness of the interventions conducted on a country by country basis²⁰.

For a summary of technical assistance conducted by the World Bank refer to Annex 6 (page 55).

Overall, this evaluation found that the **capacity building activities conducted by the World Bank have been marginally effective**. There are only isolated examples of adoption and utilisation of processes, systems, tools and procedures put in place by the World Bank. As a result there is **minimal evidence of change** as a result of the AusAID investment into building the capacity of labour export units during the PSWPS. Further diluting the effect of the interventions are external factors including a major government restructure in Tonga, staff turnover (in all LEUs) and a lack of leadership within some partner countries to support effective delivery (Kiribati).

It is important to recognise that much of the investment made by AusAID was in human capital of the sending country labour export units (LEUs). Therefore, when considering the effectiveness of the capacity building made in the LEUs it is paramount to consider the effect of the interventions on the capacity of staff. As highlighted and discussed in detail in **Section 3.3 'Sustainability'** (page 31) the LEUs have been faced with challenges including governmental restructures, a reliance on key individuals, low staff numbers and staff shortages. These challenges constrain the ability of partner countries to meet their obligations under the MOUs²¹. It is worth highlighting that changes in capacity can take a considerable amount of time, when considering the effect that the interventions within LEUs have made on human capacity. As a senior official in Vanuatu described:

At the moment it is too early to make a judgement of how useful this funding [in capacity building interventions] has been as it is an ongoing exercise.

In correspondence the World Bank and AusAID both recognised the difficulties of developing institutional capacity particularly within short time frames. The World Bank noted that:

Single year funding arrangements/agreements do not permit scheduling with certainty the kind of follow up and coaching required to effectively deploy systems and tools particularly given the thin and low absorptive capacity of PICs. A 3-5 year funding arrangement would lend itself better to effective institutional capacity building in this regard.

This point was reinforced by an AusAID representative²² who argued that there are “big question marks on whether an institutional capacity building program is going to pay off, even over a longer time frame”. This evaluator noted that these challenges need to be seen in the context of the program of activities delivered by AusAID at a country level where often more demanding and pressing issues are at stake. For further information see **Section 3.1.1 'The Pacific Development context'** (page 17).

²⁰ While a number of face to face interviews were conducted in both Tonga and Kiribati limited phone interviews were conducted with respondents in Vanuatu and PNG (see Table 1, page 47).

²¹ that is to provide an equitable labour source that both meets labour demand and Australian market expectations.

²² During correspondence for a review of this evaluation report.

Notwithstanding these challenges, this evaluation has found that there is insufficient documentation detailing the technical assistance conducted by the World Bank²³ and as a result it is not possible to soundly demonstrate a contribution to capacity by the assistance provided (see **Section 3.5.4** for further detail on monitoring and evaluation in the pilot). It is also worthwhile noting that partner countries uniformly value the assistance provided by the World Bank despite the lack of evidence of change. This is evidenced in the high level of political interest within partner countries in the scheme and in the high level of commitment of staff within all the LEUs visited for this evaluation (Tonga, Kiribati and Samoa) to the scheme.

Kiribati

The World Bank assessment of the capacity of Kiribati to manage the supply and exportation of labour (March 2009) identified priority areas for intervention and technical assistance including the development of a legal framework, organisational structure, domestic awareness raising, marketing, recruitment, pre-departure screening and orientation, an assessment of management environment, systems and tools, information systems and pastoral care. See Annex 6 (page 55) for a list of activities conducted in Kiribati by World Bank contractors during 2010 and 2011.

There are few tangible changes as a result of the investment by AusAID in the capacity building assistance provided by the World Bank in Kiribati. Out of a total of ten officials interviewed from the Ministry of Labour and Human Resource Development (MHLRD) and the Ministry of Foreign Affairs and Immigration (MFAI) there were no changes in institutional capacity that the respondents could observe as a result of the activities implemented. More specifically, there were no changes within the MHLRD that can be attributed to interventions conducted by the World Bank in:

- regulation or legal frameworks; the status of regulation was unclear to officials,
- database utilisation; a database was developed by the World Bank but is not being used,
- marketing; a website was developed which is not being used, while LEU staff were unaware of a marketing strategy and;
- the revolving fund; staff were unaware of a review that was conducted.

A common theme in the interviews with Kiribati officials is that, in their view, the LEU did not receive adequate training or the follow up support required to use the tools provided. External factors appear to have affected the utilisation and effectiveness of the interventions with technical constraints (i.e. poor internet connectivity) and a lack of leadership (at the director level) within the MHLRD compounding the low level of effectiveness. The World Bank also observed a low level of responsiveness within the MHLRD and geographical constraints in working with Kiribati.

While there are few changes as a result of AusAID/World Bank interventions Kiribati officials commented that staff within the LEU have benefited from being exposed to Australian officials through

²³ The core document detailing the assistance provided by the World Bank (Externally Financed Output 173) does not provide adequate insight into the results of the activities conducted in order to make a judgement on the effectiveness or outcomes achieved.

DEEWR/MBIE funded visits to Kiribati which provided LEU staff with an increased understanding of 'employer preferences' for workers and the correct procedures for selection and recruitment. Representatives from the LEU within the MHLRD also stated that staff gained a better understanding of Australian visa processes as a result of their direct interaction with DIAC staff during a mission to Kiribati. These unexpected outcomes in the capacity of the LEU highlight a fragmented approach to capacity building in the PSWPS by the Australian Government, with multiple agencies conducting interventions without an overarching strategy or design for development.

Tonga

During the PSWPS Tonga received assistance from AusAID funded World Bank activities in a number of areas including: the development of a regulatory/legal framework, organisational development, database and information systems, marketing, systems and processes to collect and access information on employer data and remittances, leadership training for seasonal workers and a review of the organisational structure of the Ministry of Labour, Commerce and Industries (MLCI). See Annex 6 (page 55) for a list of activities conducted in Tonga by World Bank contractors during 2010 and 2011.

With the largest representation in the PSWPS Tonga (1331 workers between 2009 and 2012) the Tongan LEU has the highest demands of any partner country in the PSWPS. Australian approved employers consulted for this evaluation all regard Tonga highly in terms of the capacity of the LEU to cope with labour demand. Approved employers have a high regard for both Tongan workers and also the LEU's ability to process workers in the scheme with two out of three employers (MADEC and Ironbark Citrus) having a stated preference for sourcing Tongan workers through the Ministry of Internal Affairs (MIA). All three employers rate the Tongan LEU in the MIA highly in terms of responsiveness and capacity, while a wide range of stakeholders including DFAT, World Bank, DIAC and DEEWR recognise the high demands on the unit to process workers.

The effectiveness of the capacity building activities conducted in Tonga during the PSWPS has been severely undermined by a government restructure whereby the LEU was moved from the MLCI to the Ministry of Internal Affairs (MIA) between November 2011 and January 2012. As part of a broader re-organisation of ministries across Tongan Government, this movement of the LEU from the MLCI to the MIA meant that the majority of the benefits and outcomes achieved from the capacity building assistance were lost. Because of the significant influence the restructure has had on the LEU, it is necessary to consider effectiveness in the context of the restructure. In interviews the MIA explicitly acknowledged the impact of the restructure on organisational capacity and noted that the Ministry has sought to balance the negative effect of the restructure through ongoing staff development and communication with partners. Meanwhile, the World Bank also noted the adverse effect of the Tongan restructure on the capacity of the LEU and are presently taking steps to address the risk of organisational and personnel change on institutional capacity more broadly (see **Section 4.1** 'Lessons Learned and Recommendations: Support for labour export units' for further detail).

Overall, due in part to the restructure, the effectiveness of the capacity building activities in Tonga has been limited. According to Tongan officials and informants within the MCTL and MIA and observers including DFAT, Tonga and the World Bank, there were positive outcomes as a result of the interventions which have since been negated. This is largely because the new MIA LEU has retained only one staff member from the former MLCI LEU, with all senior staff being lost. See 'Sustainability' (Section 3.5.4) for further information on the government restructure.

More detail on the effectiveness of the interventions is detailed below.

- Regulation was drafted during 2009 however it has not been finalised and enacted. The MIA – the current LEU – recognises the importance of regulation and affirmed a commitment to finalising the legislation. The draft legislation was handed over from the Ministry of Commerce, Tourism and Labour (MCTL)²⁴ to the MIA. The MIA has completed a first round of review of the legislation with assistance from the New Zealand RSE Manager in November 2012. The MIA has affirmed the legislation as a priority for 2013.
- Organisational management structures and processes were developed for the MLCI by the World Bank and supported by coaching, training and resources developed by a contractor. Assistance in developing human resources and management processes with MLCI was highly effective and there is tangible evidence of improved recruiting, communication and documentation practices as a result of the work undertaken. However, due to the restructure (and the loss of key personnel) these outcomes have unfortunately not been sustained within the LEU²⁵.
- The database is not being utilised in Tonga by the MIA (it was not utilised by the MLCI either). MIA staff members are currently using an isolated Microsoft Excel spread-sheet to store data on workers and are in the process of merging the existing data from the spread-sheet into the database (developed by the World Bank). The LEU expressed difficulties in gaining follow up support from the World Bank in order to merge the data, who requested that they undergo another institutional assessment (due to the change in Ministries) before any assistance could be provided. This was confirmed by the World Bank who pointed out²⁶ that an institutional assessment would be necessary as a “practical way forward so that any capacity building interventions are not delivered without reference to the circumstances and relative priorities within MIA...to ensure that any technical solutions (database/website) can be supported by and are consistent with the existing IT environment in MIA including the robustness of the platform that these will operate on.”
- Because the database is not being utilised there is no evidence of any changes in the systems and processes employed to collect and access data on remittances accrued through the scheme. Given the high volume of workers being processed in the RSE and PSWPS programs by Tonga, MIA staff recognise the value of the database and they also expressed a desire to improve data capture and storage processes for reporting purposes given the high degree of political interest in the scheme (i.e. to use statistics to ‘tell the story’ of the scheme to ministers).

²⁴ Now known as the Ministry of Commerce, Tourism and Labour (MCTL), the MLCI formerly hosted the Tongan LEU, which is now situated within the Ministry of Internal Affairs (MIA).

²⁵ Though there is evidence that staff who received organisational management mentoring during the intervention are now using these skills and processes in their new positions within the MCTL. Thus, although there is broader development benefit (for MCTL) this is not the case for the LEU, which is the focus of this inquiry.

²⁶ In correspondence.

- Leadership training provided to Tongan workers was regarded favourably by an MCTL informant who stated that it had a positive impact on the capacity and morale of the training participants.
- At the time of evaluation there was no information available on a review of organisational structure conducted by the World Bank.

In Tonga a number of informants focused on the effectiveness of the recruitment mechanism and the limitations of the LEU in administering recruitment processes including pre-selection and screening. For further information refer to 'Recruitment' below (see page 25).

Vanuatu

Vanuatu received AusAID funded assistance from the World Bank in developing regulation, organisational management systems and processes, database and information storage systems, marketing and performance coaching to integrate human resources and management systems. See Annex 6 (page 55) for a list of activities conducted in Tonga by World Bank contractors during 2010 and 2011.

Though Vanuatu had low numbers of workers participating in the PSWPS between 2009 and 2012 (117 workers), they do have a large presence in the RSE scheme and the government expects the number of workers in the LEU to grow considerably in the coming years.

While there is limited available data on the Vanuatu LEU at the time of evaluation²⁷, strategic informants including the World Bank and an approved Australian employer regard the capacity of the Vanuatu LEU very highly and as the most capable among the PSWPS partner countries. In particular the World Bank reports a high level of improvement within the Vanuatu LEU since the beginning of the scheme (2009) which has been enabled by strong leadership and direction. This was confirmed by a senior Vanuatu official who commented that Vanuatu has taken the lead in developing legislation and taking ownership and control of the administrative systems and processes established with assistance from the World Bank.

In an interview the Vanuatu LEU was positive about AusAID funded assistance in improving management systems and processes within the LEU. This official commented that the LEU received an adequate level of training and follow up support from the World Bank in utilising tools such as the database. However this official also commented that the database was not in operation and that the LEU was currently looking for a local contractor to assist with database maintenance.

²⁷ Note that Vanuatu was not included in the evaluation mission as there was an election at the time of data collection. Instead, these findings rely on secondary evidence (from observers) and also one phone interview with the Director of the Vanuatu LEU.

Papua New Guinea

During the PSWPS Papua New Guinea (PNG) sent a total of 82 workers to Australia. PNG did not however receive any AusAID funded capacity building assistance from the World Bank during the pilot. An institutional assessment was conducted for PNG (May 2010) by the World Bank which identified a range of areas for capacity building interventions ranging from developing governance structures and regulation, establishing a taskforce, operational processes and tools including a database, awareness raising and developing a benefit distribution mechanism. This assessment was subsequently endorsed by the PNG government, however because it was never formally registered by the cabinet the assessment was not operationalised and no capacity building assistance was provided during the pilot.

The PNG Department of Labour and Industrial Relations (DLIR) was quite positive about the World Bank assessment and agreed that it had effectively identified the right areas for intervention. A senior DLIR official for instance commented that the assessment targeted the right institutional 'gap' within the PNG government structure. In particular, the DLIR has gone some way in independently adopting the recommendations put forward in the assessment including the establishment of a taskforce to oversee and provide guidance on the implementation of the scheme. They expressed a strong desire to 'move forward' and further the implementation of recommendations made by the World Bank.

3.2.3 Recruitment

Recruitment was handled in the PSWPS via three means; i) work-ready pool and ii) direct recruitment (employer to employee) and iii) via a recruitment agent. This section will assess the effectiveness of these recruitment mechanisms by highlighting some of the lessons to emerge in the scheme to date. Given the scale of Tonga's involvement in the pilot scheme (1331 out of 1633 workers), this section will primarily focus on Tongan recruitment and outline the recruitment mechanism to date in Tonga. Where information is available other participating countries will also be drawn upon to assess the effectiveness of the recruitment mechanism within the scheme to date. From the point of view of PSWPS partner countries, worker recruitment and selection is a critical and contentious aspect of the scheme. In effect the quality of the workers deployed has a significant influence on the attitudes of employers towards recruitment from specific countries.

Direct recruitment in Tonga

In the MOU between Australia and Tonga (2009) for the PSWPS Tonga has a stated preference for recruitment via the work-ready pool. The MOU acknowledges the “limited ability” of the Ministry of Internal Affairs “to mitigate any risks to approved Australian employers that arise from direct recruitment” (see p. 2). Benefits of direct recruitment include a potentially greater level of fluidity and efficiency between recruitment agents, workers and employers in the direct mechanism than the worker ready pool. This was evidenced in the employment of returned workers, who have acted as informal agents using their personal networks to facilitate the selection of workers. While this form of recruitment is obviously efficient in delivering quality workers it does constrain the distribution of benefits within the scheme as workers will be more likely to come from the same geographic areas, villages, social networks and groups¹. As will be discussed below it also increases risks to the scheme and workers.

In interviews Tongan and Australian PSWPS stakeholders also gave a preference for recruitment via the worker ready pool due to risks which are associated with the direct recruitment mechanism. These risks principally relate to the preparation and rights of workers. In some cases informants reported instances of workers paying a ‘facilitation’ fee to an agent (which contravenes the rules of the PSWPS) via direct recruitment. Meanwhile, these informants also argued that workers recruited directly were less likely to receive adequate preparation and pre-departure briefing. Informants argued that as a result workers recruited directly are more likely to misunderstand the scheme conditions and hence encounter difficulties and problems during their placement.

In interviews the Tongan LEU were acutely aware of these issues and are actively involved in managing risks involved such as the preparation of workers via direct recruitment. However, the LEU have expressed difficulties in providing oversight on direct recruitment particularly during seasonal peaks where staff and resource shortages significantly constrain their ability to adequately monitor direct recruitment. Subsequently the Tongan MIA also has a stated preference for recruitment via the worker ready pool and is currently “working towards” recruiting workers exclusively through the pool; eschewing direct recruitment altogether. In addition the Tongan MIA has also committed to finalising and enacting legislation to better regulate recruitment.

Though direct recruitment monitoring was raised by other Pacific partner countries, this issue was most prevalent in Tonga due to the high number of workers processed in the scheme to date. This would suggest that with a growing number of workers in the scheme from all countries the direct recruitment mechanism may require further monitoring and oversight.

Direct recruitment in Vanuatu

In the view of the World Bank informants, Vanuatu has effectively established systems and processes for managing the efficient supply of an equitable labour force. This LEU has also taken the 'next step' in terms of compliance monitoring and assurance processes to ensure the supply of quality workers. Vanuatu currently uses a private recruitment model whereby approved agents source workers and then liaise with Australian employers. The Vanuatu LEU reportedly has a strong presence and is active in monitoring worker quality and preparation. This was evidenced by a senior LEU official referring to themselves as the 'regulator' of the scheme. Australian employers also noted an improvement in the capacity of the Vanuatu LEU and the quality of Vanuatu workers between 2010 and 2012. One approved employer for instance observed that the LEU are 'very passionate' and are 'constantly improving worker sourcing techniques' in Vanuatu. Meanwhile, a senior DEEWR respondent stated that they have 'confidence' in the capacity of the Vanuatu LEU.

In summary there are different strengths and risks in both direct recruitment and recruitment via the worker ready pool. Currently the risks in direct recruitment are being highlighted in Tonga due to the large number of workers being processed there. While every country is different, as the scheme grows it will be important to ensure that LEUs are equipped with appropriate capacity and resources to undertake appropriate oversight of the direct recruitment mechanism. See **Section 4.1** 'Lessons Learned and Recommendations' for further discussion on strengthening recruitment mechanisms.

3.2.4 Pre-departure briefing

As outlined in the MOUs²⁸ between Australia and PSWPS partner countries, each partner country in the scheme is required to conduct appropriate pre-departure briefings with their workers prior to deployment. Pre-departure briefings cover matters such as: Australian working and living conditions, costs involved in the scheme, likely earning deductions, taxation, superannuation, accommodation arrangements, financial literacy, visa conditions and other issues as appropriate including travel arrangements. In addition pre-departure briefing provides a basic cultural introduction to Australia.

Pre-departure briefings are currently conducted by the relevant LEU in the responsible ministry within each Partner country prior to the deployment of workers. During the course of the pilot AusAID developed 1300 pre-departure guides (in English, Bislama, Kiribatese, Tok Pisin and Tongan) and 300 training DVDs which were distributed to Kiribati, Tonga, Vanuatu and Samoa. Pre-departure briefings are required for all workers including those from the work ready pool and direct recruitment. The length of time of each briefing varies from country to country from 3-5 days (Tonga) to 3 weeks (PNG).

Pre-departure briefing provides important information to workers essential to their employment within Australia. In interviews, approved employers from three companies (Connect Group, Ironbark Citrus and

²⁸ Memorandum of Understanding

MADEC) gave mixed opinions on the level of preparedness of workers once in Australia. One employer (MADEC) who attended a pre-departure briefing in Samoa commented that the briefing had raised expectations of workers. This employer argued that the Samoan pre-departure briefing raised expectations because it highlighted prospective Australian wage rates at the beginning of the workshop, which he observed in turn created anticipation and excitement among participants. This employer (MADEC) also argued that the information provided (by DEEWR) did not provide a practical depiction of employment conditions within Australia; for instance by highlighting how piece rates work. As a result, according to this employer this cohort of Samoan workers arrived in Australia with a misperception of what working in Australia would require. See Section 4.1 'Lessons Learned and Recommendations' for further discussion and suggestions on improving pre-departure briefings.

3.2.5 Financial literacy training

Funded through a separate initiative, AusAID contracted Westpac to deliver financial literacy training in Papua New Guinea (PNG), Tonga and Vanuatu from 1 February 2010. During the course of the pilot AusAID estimates that approximately \$50,000 was invested per year on financial literacy training for workers.

The intended outcome for the financial literacy training was to increase participants understanding and skills in banking, spending and saving. Workshops would be conducted in financial literacy to a broader range of participants but also to seasonal workers before their departure to Australia for a job placement. Evaluation of the workshops shows that the workshops were positively received by participants and that they have made a contribution towards participants understanding and skills in financial literacy. Supporting the financial literacy training²⁹ were educational newsletters, newspaper columns and awareness raising activities conducted by Westpac.

During the course of the PSWPS Westpac delivered five workshops and training activities both in Australia and in Pacific countries including Tonga and Samoa. The program consisted of personal/introductory workshops: 'Financial First Steps' and 'Money Basics' (both AusAID funded); and three additional enterprise development workshops: 'Business Basics', 'Introduction to Financial Management' and 'Women in Business'. Financial literacy training and workshops were delivered by Westpac with the intent of broadening the reach of financial education within Pacific Island communities, to ensure that Pacific seasonal workers make good financial decisions and are able to effectively remit their earnings.

Between 2010 and 2012 Westpac reported that a total of **6,782 participants** attended these workshops with 52% of female participants. Westpac reporting shows that during this period a total of 415 new accounts were opened; representing around 6% of all participants. When analysed by country, financial literacy training was delivered to 4,835 participants in PNG, 1,203 in Tonga and 756 in Vanuatu. These figures exceeded the set targets of 3,400 (PNG), 620 (Tonga) and 580 (Vanuatu) respectively. Westpac reporting shows that financial literacy training has explicitly targeted participants in rural and remote areas. During the course of training an estimated **3,925 participants** (58%) were from rural areas.

²⁹ Though not considered within this evaluation.

Evaluation of the financial literacy training conducted by Westpac found that the training was well received with the majority of participants (77% of Money Basics participants and 85% of Financial First Steps participants) rating the training positively. In terms of usefulness, over 65% of Money Basics and Financial First Steps participants strongly agreed that the information was useful and over 85% agreed (or strongly agreed) that they would 'use the skills' learnt in the workshop/s. Around 85% of Money Basics participants agreed (or strongly agreed) that they 'understand the different ways of earning income'.

Meanwhile the majority of enterprise development participants also rated the Business Basics, Financial Management and Women in Business workshops favourably. For instance, around 75% of participants stated that the enterprise development workshops were relevant to their jobs and that they felt they effectively could 'apply this content in my job and/or business'.

Officials in partner countries (Tonga, Vanuatu and Kiribati) as well as Australian Government representatives from DEEWR similarly confirmed that the financial literacy training was an important component of the PSWPS. More specifically, a senior Kiribati official stated that financial literacy was an important aspect of the Government's long term plan to facilitate migration to Australia and New Zealand.

In interviews informants stated that the financial literacy training could be improved through the following suggestions:

- highlighting the risks involved in spending and managing remittances,
- being supported through more follow up training and assistance while in Australia,
- being supported through follow up at the re-integration stage (i.e. training at the debrief stage) and;
- reducing the amount of regulation and 'red tape' that employers are required to manage in order to access and provide financial training for their employees.

While Westpac evaluation has found the financial literacy training to be largely effective an approved Australian employer questioned whether workers really understood superannuation and remittances. This point was confirmed with an isolated sample of four Kiribati workers who all had problems at the time of interview with superannuation and taxation. See **Section 4.1** 'Lessons Learned and Recommendations' for further discussion on financial literacy training.

3.2.6 Add-on skills training

In addition to financial literacy training AusAID has supported the delivery of add-on skills training in the PSWPS. Add-on-skills training consisted of 'foundation skills' training (optional training to support workplace learning) and basic literacy, numeracy, information technology and first aid skills. Add-on skills training is delivered by approved employers and Registered Training Organisations (RTOs). For the duration of the pilot AusAID reporting shows that there were 132 workers who received add on skills training. Add-on-skills training was regarded by informants including DEEWR, DFAT, approved employers, LEUs and workers as a valuable aspect of the program. For instance, the opportunity to train Kiribati workers intersects directly with the national priority to improve the 'employability' of the

population. DEEWR meanwhile highlighted both skills and financial literacy training as ‘excellent’ initiatives which legitimised the funding of DEEWR within the scheme from the federal Overseas Development Assistance (ODA) budget.

Informants also noted a number of challenges and barriers in delivering the add-on skills training in the program. Both Pacific partner country LEUs and approved employers consulted for this evaluation noted that a barrier for workers to participating in add-on skills training was a perception among workers that such training was not the purpose of their visit to Australia; the purpose being to earn and remit money through the scheme. These informants argued many workers felt that time spent training was time not working, and hence earning money. Approved employers, including Ironbark Citrus and MADEC argued that the delivery of skills training in the pilot was compromised and hindered by bureaucratic regulation, administration processes and requirements. For instance, Ironbark Citrus highlighted an example whereby the employer identified a range of opportunities to train workers, which were not realised due to the fact that there was no accessible Registered Training Organisation (RTO) in the region (a geographically isolated part of Queensland). See **Section 4.1** ‘Lessons Learned and Recommendations’ for further discussion on add-on skills training.

3.2.7 Marketing and Communications

While marketing and communications activities were only a marginal component of the assistance provided by AusAID this evaluation considered the extent to which AusAID’s investment has contributed to the development of the demand in order to support the achievement of program objectives (see PSWPS Theory of Change, **Annex 1, page 44**). This evaluation found that the development of marketing and communications materials by AusAID in partnership with Pacific countries and subsequent marketing of Pacific workers within Australia did not lead to an increase in demand for Pacific workers among Australian employers. This is due in part to only a marginal investment by AusAID in terms of marketing and a low level of recognition on the part of Pacific countries of the investment made in this area.

Marketing and communications assistance undertaken in the pilot was aimed at enabling partner countries to market their workers to Australian employers, while communications materials were aimed at promoting the PSWPS within Kiribati.

This assistance was in two forms:

- development of marketing strategies, planning and tools for Tonga, Vanuatu, Kiribati and Samoa (delivered by the World Bank) and;
- provision of 500 polo shirts and 500 shopping bags in Tonga, Vanuatu and Kiribati.

It is apparent from consultation with LEUs who received marketing assistance that the marketing planning, tools and strategy developed by the World Bank with AusAID funding has not been utilised by Pacific island countries. , One possible explanation for this was the high rate of staff turnover within LEUs, however, it remains unclear.

Despite the lack of recollection on the marketing and communications activities conducted there was a strong message from all PSWPS partner countries that marketing Pacific workers to Australian employers is a very important activity for the viability of the scheme. This view was shared by a range of

PSWPS stakeholders who stated that marketing PIC workers is necessary to boost demand for the scheme. While Australian employers share this view, two out of three employers contacted for this evaluation questioned the value of marketing Pacific workers to employers who were constrained in their ability to hire workers because of i) unstable economic conditions and ii) higher costs for Pacific workers than other sources of available labour³⁰.

3.3 Sustainability

This evaluation has considered how sustainable and enduring the benefits of the PSWPS are likely to be specifically with regard to the ownership, capacity and resources of partner countries to maintain the outcomes achieved by the initiative into the future.

Overall this evaluation has found that the benefits of the PSWPS are likely to be sustainable and enduring, though there are also likely to be ongoing challenges ahead for the scheme.

3.3.1 Ownership and commitment

This evaluation has considered the ownership and commitment of the PSWPS/SWP among Pacific partner countries. It is apparent from consultations and interviews conducted for this evaluation that there is a high level of commitment to the SWP from all partner countries involved in the program. As documented in **Section 3.1**, the SWP is clearly a high priority for all the partner governments involved in the program. Furthermore, the extension of the pilot scheme (PSWPS) into the ongoing program (SWP) by Australia has affirmed the commitment of partner countries to the program. While there is a clear commitment to the program from partner countries, some informants, including DIAC, questioned the 'political will' of partner governments given the low levels of staff and resources allocated by partner governments. It is clear that all the partner country LEUs appear to have high levels of staff ownership and commitment to the program. Though this commitment is tested by long working hours and high demands, particularly within the Tongan LEU (see below).

3.3.2 Staff

Partner country labour export units (LEU) presently have between two and five employees; the Tongan LEU within the Ministry of Internal Affairs (MIA) has four staff, the Vanuatu LEU within the Department of Labour and Employment Services (DLES) have five staff and the Kiribati LEU has two full time equivalent (FTE) staff. As mentioned, all LEUs within the scheme presently have responsibility for both the RSE and SWP. In addition the Kiribati LEU has responsibility for processing around 1,000 seafarers per annum³¹.

As discussed in **Section 3.2 'Effectiveness'**, in 2011/12 the Tongan Government undertook a major restructure of the public service whereby the LEU was moved from the MLCI to the MIA. In this

³⁰ When compared to other sources of labour including the unregulated backpacker market which is widely acknowledged as being a cheaper source of labour within the horticulture industry.

³¹ In 2011 the International Labour Organisation estimated that Kiribati had approximately 1,000 seafarers per year on international shipping routes.

restructure the LEU was moved over a three month period from November 2011 to February 2012. A major outcome of this restructure is that there was a loss of staff in the handover including key personnel such as the director of the LEU who was regarded highly by a number of stakeholders for her capability in administering the RSE scheme and PSWPS. As a result there is one existing staff member from the MLCI within the MIA unit and there has been a serious loss of corporate memory and knowledge on the operations of PSWPS/SWP and RSE. As the new manager of the MIA LEU described during an interview in November 2011 the unit has had to “pick it up as we go”. Despite the changes the Tongan LEU consistently met demand for Tongan workers throughout the 2011/12 PSWPS season and the new LEU is regarded highly by observers including Australian employers. While the Tongan LEU is currently processing a high number of workers for the PSWPS/SWP and RSE schemes, the unit only has four full time staff and is widely regarded by observers including DFAT, DIAC and the World Bank to be short-staffed given the volume of workers they process. In interviews LEU staff described working long hours and overtime during peak periods.

Due to the low number of staff within each LEU there is an inherent reliance on individuals within the responsible ministries of partner country governments. This issue was flagged as a risk in the World Bank country assessments of LEUs and persists to present a risk to the viability of the scheme. In interviews, a World Bank contractor described the staff arrangements within the LEUs as ‘fragile’. A reliance on individuals is reinforced by a lack of documentation within the LEUs on the process for managing the supply and exportation of labour; as highlighted in the Tongan government restructure during the handover from the MLCI to the MIA (see above paragraph). Explicitly addressing this risk of a reliance on individuals, World Bank assistance has sought to embed and institutionalise processes and systems within the LEUs. However, as discussed (in **Section 3.2.2** ‘Institutional Capacity’) there is limited evidence that processes have been adopted, utilised and integrated into management systems to date.

3.2.3 Resources

This evaluation assessed LEU capacity and resource requirements within the context of the program sustainability considering the extent to which outcomes achieved are likely to be enduring. In this context resources provide a basis for the functioning of LEUs. Presently there appear to be significant resource gaps in the LEUs contacted for this evaluation (Kiribati, Tonga, Vanuatu, PNG and Samoa). While these LEUs are capable of meeting the basic administrative requirements of the scheme (i.e. processing workers) there were several resource gaps identified by stakeholders, which would enable LEUs to more effectively and efficiently manage and administer the supply of labour.

The type of resources required varied from country to country and predominantly included office equipment. Specific resource requirements identified by respondents included: high speed scanners (Tonga), office space (Vanuatu), photocopiers, scanners and computers (Kiribati). In both Kiribati and Tonga the Australian High Commission verified resource constraints on the operations of the LEUs; specifically in terms of office equipment. Meanwhile, internet connectivity is an ongoing issue for Kiribati which constrains their ability to respond and communicate in a timely fashion. For further information on resource and capacity constraints refer to the World Bank country institutional assessments (see **Annex 2** ‘Documents Reviewed’).

3.3.3 An increase in numbers of workers

In launching the SWP the Australian Government signalled an intention to bring an increased number of Pacific workers to Australia at least for the next four years until 2016. The SWP will provide up to 10,450

visas for workers in the horticulture sector and up to an additional 1,550 visas for workers over three years in trial sectors of accommodation, aquaculture, cane and cotton largely in remote parts of Australia. All LEUs presently process workers for both the SWP and the RSE scheme. Therefore the capacity of LEUs to meet a possible increased demand for workers needs to be seen in the context of the RSE and PSWPS schemes. While there are different views on whether or not the number of workers in the SWP is likely to increase or not³², the RSE model provides some indication of the sustainability of the PSWPS. Presently in the RSE scheme several Pacific countries are sending a high number of workers to New Zealand. For instance, during the 2008/9 season Vanuatu sent 3590 workers while Tonga sent 1971 workers to New Zealand.

These numbers provide a reasonable indication that the LEUs in both Vanuatu and Tonga have the capacity to send high numbers of workers, particularly as the number of workers have increased in the 2010/11 and 2011/12 seasons. In interviews a DIAC representative commented that presently all countries are able to meet the employer demand and the requirements of the scheme without significant problems. However as this respondent noted, with a growth in the number of participants in the scheme the ‘integrity’ of the scheme – the capacity of partner countries to meet demand for both quality and quantity in labour supply will be tested. For instance, as discussed in **Section 3.2** ‘Effectiveness’ risks have emerged in the Tongan direct recruitment processes due to a lack of oversight and vetting during selection processes by LEU staff who are compromised in their capacity to fulfil the requirements under the MOU due to insufficient staff resources. This example highlights a ‘pressure point’ for the LEUs in both meeting demand and the requirements under the MOU in a scenario with a high number of workers.

3.4 Impact

This section will consider what expected and unexpected impacts (positive or negative) the PSWPS has had on Pacific Workers. Because this evaluation has not sampled workers in the PSWPS³³ this section will rely on evidence from an evaluation of development impact conducted by the World Bank (June 2011) as well as feedback from program stakeholders. This study found that workers in the PSWPS gain approximately \$2,600 per household from participation per annum; representing a 39% increase in per-capita annual income for each household (Gibson and McKenzie 2011). Due to small numbers of participating households (215 participants) at the two year mark (2011) in the PSWPS, this study acknowledges a “small” aggregate development impact at the time of research (Gibson and McKenzie 2011). Considering the scheme grew from 215 to 1633 workers between 2009 until 2012 it is fair to assume that the aggregate impact of the scheme has grown since the time of research (2011), though when taken into account within the regional and national context/s this impact is still marginal.

Partner country officials commented that the value of the PSWPS is that it provides “direct” and “tangible” benefits for workers, particularly when compared to other forms of aid. In consultations for this evaluation, senior Tongan officials identified a range of positive impacts as a result of increased

³² One approved employer explicitly questioned whether the scheme would grow in numbers of participants while another employer was also reticent (though less certain) regarding increased numbers.

³³ With the exception of a group interview with four workers in Kiribati.

income including contributions to education, house construction, vehicles, increased church contributions, livestock and crops.

3.4.1 Remittances

The World Bank was contracted by AusAID to undertake a study of the development impacts of the PSWPS in 2010/11. The survey conducted by Gibson and McKenzie (2011) replicated a similar survey conducted by the same research team for the New Zealand RSE team. Using a quasi-experimental approach this study compared participating households in the PSWPS with those who were not involved in order to ascertain the net impact of the scheme on workers as a result of seasonal migration. The study consisted of a survey of Tongan and ni-Vanuatu workers in Australia conducted in 2009 (n=48) and 2010 (n=56), a household survey in Tonga in 2009 (n=127) and 2010 (n=273), and a household survey in Kiribati (n=120).

The Gibson and McKenzie study found that workers in the PSWPS typically earned between \$12,000 to \$13,000 while in Australia, of which approximately \$5,000 was remitted back to the home country leaving an estimated net gain of around \$2,600 discounting opportunity costs of what workers would have earned had they stayed in their home country.

Financial literacy course evaluation data (see **Section 3.2.5** 'Financial Literacy Training') shows that training participants benefited from an increased understanding of banking, spending and saving. However, based on this course data alone it is not possible to determine the extent to which an increased understanding has contributed towards remittances.

3.4.2 Distribution of benefits

During consultation for this evaluation all countries in the PSWPS stated an intention to equitably distribute benefits from the scheme. According to representatives from the Tongan MCTL and the MIA the inclusion of outer islands in recruitment is an explicit strategy of the Tongan government. Papua New Guinea also has a model of recruitment which is based on recruiting workers from across different provinces to maximise equity in the scheme.

The study by Gibson and McKenzie (2011) considered the geographic and social distribution of benefits within participating countries by sampling households from isolated outer islands (Gibson and McKenzie 2011) and found that a proportion of both Tongan and i-Kiribati workers undertook internal migration to secure employment; predominantly from outer islands to the capital (Tongatapu and Tarawa respectively).

3.4.3 Adverse impacts

The main adverse impact of the PSWPS observed by senior Tongan officials during consultations for this evaluation was that the scheme had the potential to remove key individuals from important positions within communal structures. For instance, one particular risk highlighted by the Tongan MIA was that the PSWPS had the potential to recruit young leaders from the community. By contrast, while acknowledging the potential social impacts of the scheme, Tongan officials argued that the scheme would not have an adverse economic impact through the loss of critical skills from the Tongan workforce (through recruitment to the PSWPS and the RSE scheme) as migration was seasonal (and complemented

the harvesting cycles of seasonal work within Tonga) and also because of the high rate of unemployment.

3.5 Aid Quality

This evaluation considered the quality of the delivery of the PSWPS by AusAID specifically with regards to gender equality and disability inclusiveness (of participants in the scheme), efficiency of delivery, and monitoring and evaluation. These factors were identified by the AusAID PSWPS program manager as being of importance and hence have been included in this evaluation alongside the DAC criteria of relevance (Section 3.1), effectiveness (Section 3.2), sustainability (Section 3.3) and impact (Section 3.4).

3.5.1 Gender equality

In line with development goals, gender equality and disability inclusiveness have been identified as priorities for the PSWPS by AusAID. In terms of gender equality there was a total of 207 females and 1426 males out of a total of 1633 seasonal workers (See Table 3, Annex 5, page 55), representing a proportion of 13% female and 87% male workers in the scheme between 2009 and 2012. Although the figures are insufficient to be statistically significant at this stage in the scheme, the countries of Timor-Leste, PNG and Vanuatu had the highest proportion of female workers in the PSWPS to date. Of these countries, the representation of female workers from PNG (34%) was promising given their number of workers in the scheme (with 28 females and 54 males). With by far the largest representation in the scheme to date, Tonga had a total of 11% female participation (148 out of 1331 workers) in the scheme.

During interviews the majority of evaluation respondents commented that the PSWPS could improve the gender balance within the PSWPS/SWP, which is presently well below the rate of female participation in the New Zealand RSE scheme. Women are presently recruited within the PSWPS/SWP mainly for fruit packing roles. During interviews senior officials from Tonga and Kiribati observed that the fact that the SWP is demand driven – led by employer’s preferences – meant that gender equity was largely out of the control of supplying countries (and AusAID for that matter). A Tongan official noted that what supplying countries can do is actively market their female workforce and then provide quality female workers and hence re-affirm demand from employers.

3.5.2 Disability inclusiveness

Disability inclusiveness is also identified as a priority for the PSWPS by AusAID. However there are no workers with disabilities who participated in the PSWPS. In consultations all partner country officials expressed a high degree of willingness to increase the participation of workers with disabilities in the scheme. Partner country representatives did however acknowledge challenges in including workers with disabilities and stressed pastoral care for disabled workers would need to ensure appropriate living arrangements. These respondents noted that in some cases pastoral care requirements may present additional costs for employers.

3.5.3 Efficiency

In order to assess efficiency the primary data source is the number of visas issued as well as interviews. There is moderate efficiency when compared to the number of workers processed in the RSE scheme. Quality at Implementation (QAI) reporting conducted by AusAID identifies an increase in the efficiency in

delivery during the implementation of the PSWPS. Using the number of visas issued as a measure of efficiency, the QAI for 2011 reported an increase in the number of visas from 153 visas issued at the beginning of 2011 to 798 at the end of the 2011 calendar year. By June 2012 the total number of visas issued in the scheme had risen to 1633 workers.

From a coordination point of view, the PSWPS has effectively leveraged the RSE scheme to contribute towards labour mobility capacity development in the Pacific through targeted interventions. By working cooperatively with the New Zealand MBIE scheme (see 3.1.4) and other Australian Government agencies (see 3.1.3) the PSWPS has efficiently contributed to Pacific labour supply capacity development.

Meanwhile, labour export units (LEUs) consulted for this evaluation similarly observe an increase in efficiency throughout the course of the pilot, with gains made during the final two years of the program when the number of workers being processed began to increase. LEU respondents observed that there were economies of scale that are enabled with an increase in workers being processed during 2011 and 2012. Furthermore, with increasing numbers of returning workers efficiency is increased considerably. Meanwhile, efficiency in the processing and supply of Pacific workers by the LEUs has been constrained by staff turnover, organisational re-structuring as well as the regulation of the scheme by the Australian government, particularly during years 2009 and 2010³⁴.

3.5.4 Monitoring and Evaluation

A Monitoring, Evaluation, Reporting and Improvement (MERI) plan was developed for the PSWPS in September which sets out the purpose, background, program overview, a theory of change and measurable indicators for the PSWPS. While the plan is broadly consistent with the monitoring and evaluation requirements for the PSWPS there does not appear to be evidence that the MERI plan has been used to inform monitoring data collection and/or reporting. For instance, the PSWPS MERI plan identifies a total of 23 measurable indicators, of which there is data collected for four indicators³⁵. While some indicators outlined in the plan are clearly relevant (such as remittance flows) there is no means of data collection or known sources for this information. Furthermore there appears to be some confusion between indicators, activities and data sources in the plan.

Monitoring and evaluation for the PSWPS appears to have been conducted on an *ad hoc* basis primarily in order to meet routine reporting such as AusAID QAI requirements. Data sources include financial literacy reporting conducted by Westpac during the financial literacy training, the World Bank development impact evaluation (June 2011) and World Bank reporting including a completion report³⁶ (completed in 2011). Furthermore, there is also a lack of documentation of the capacity building interventions conducted by the World Bank and no reporting or documentation on the effectiveness of the interventions other than a completion report (EFO:173) outlining outputs and the status of implementation in Vanuatu, Tonga, Samoa and Kiribati. An interim (June 2010) and final (August 2011) project evaluation of the PSWPS was conducted by TNS Social Research for the Department of

³⁴ Since 2010 regulation of the scheme has been liberalised to increase participation and uptake by employers (AusAID QAI 2012).

³⁵ Skills training participation rates, rate of re-employment, household sources of income and expenditure (Gibson and McKenzie 2011) and gender participation.

³⁶ Externally Financed Output 173 Completion Report.

Education, Employment and Workplace Relations (DEEWR). While these reports are now publicly available they were not shared with AusAID during the delivery of the PSWPS or prior to the launch of the SWP³⁷.

In summary, while there is evidence of output monitoring during delivery of the PSWPS there is a paucity of information on the outcomes that have arisen as a result of capacity building interventions conducted.

Section 4: Conclusion and Recommendations

4.1 Ratings against Key Evaluation Questions/DAC criteria

Table 2 Ratings against DAC criteria and Key Evaluation Questions

Evaluation Criteria	Rating (1 – 6)	Key findings and evidence
Relevance	5	There is close alignment between PSWPS social and economic development objectives and country/regional priorities however PSWPS objectives are not outlined in country specific partnerships for development between Australia and sending countries. Institutional capacity building assistance provided by the World Bank on behalf of AusAID has been well targeted. There is further clarity on the role of AusAID within the program required.
Effectiveness	3	There is minimal evidence of change as a result of institutional capacity building Interventions conducted by the World Bank with AusAID funding. External factors including staff turnover (all countries), organisational restructuring (Tonga) and a lack of leadership (Kiribati) have negatively influenced the effectiveness of the interventions. Partner countries uniformly value the assistance provided and it may be too early to judge the effects of institutional capacity development.
Sustainability	4	There appears to be a high level of commitment from partner country governments to the PSWPS however labour export units (LEUs) are fragile, susceptible to external shocks (including an increase in workload due to higher worker numbers) and appear to be short-staffed in some cases (Tonga). There are no significant resource requirements though there is a need for ongoing capacity building of staff and institutional strengthening within LEUs.
Impact	4	There has been a moderate level of impact on workers who have participated in the PSWPS and some evidence that benefits have been distributed to geographically isolated islands. There is significant potential in the SWP for Pacific workers and countries.

³⁷ The 'Final Evaluation of The Pacific Seasonal Worker Pilot Scheme' was made public on 7 January 2013 following the conclusion of the PSWPS and the announcement of the SWP.

Gender equality and disability inclusion	3	Female participation in the scheme has been low to date (11%) representing low gender balance. There have been no reported instances of workers with disabilities participating in the PSWPS. There are no explicit strategies to increase social inclusion within the scheme and equitable gender and disability participation.
Efficiency	4	The efficiency of the PSWPS increased in 2011 following the liberalisation of the scheme. Greater efficiency was realised through increased processing of workers by LEUs.
Monitoring and evaluation	3	Program monitoring and evaluation has been largely conducted on an ad hoc basis in order to satisfy reporting requirements. There is a lack of documentation of activities conducted during the pilot and little evidence collected on program effectiveness (i.e. against intended outcomes).

4.2 Lessons Learned and Recommendations

The body of this evaluation report has focused specifically on the PSWPS. However, this section will consider the lessons from the PSWPS as they apply to the delivery of the SWP from the perspective of program improvement. These lessons are largely based on the evaluation findings and as such are informed by consultations with a range of stakeholders involved in the delivery of the pilot scheme plus observers of the scheme.

The key learnings from this evaluation can be grouped under the following areas: governance, recruitment and regulation, pre-departure training, marketing, communications and engagement, maximising development impacts, skills and financial literacy training, support for labour export units, and monitoring and evaluation. Where appropriate, recommendations for key program lessons are outlined below in boxes.

4.2.1 Governance

The delivery of the PSWPS involved four Australian Government agencies – DEEWR, DFAT, DIAC and AusAID – each with different interests, legislated responsibilities and capabilities. When compared to the New Zealand scheme the Australian scheme arguably has a high level of administration and bureaucracy. In order to maximise the development outcomes from the scheme it is important that Australian Government partners effectively coordinate implementation.

Coordination is particularly important in areas where there are overlaps in departmental responsibility. An example of overlapping responsibilities concerns the role of DFAT within the scheme. It was apparent during the evaluation mission to Tonga that due to the high diplomatic profile of the program DFAT and the Australian High Commission are actively engaged in the scheme at post. However, because the SWP is not referred to in the *Tonga-Australia Partnership for Development* there is no engagement from AusAID staff at post in the pilot, despite its development focus. Presently the involvement of AusAID within the SWP is restricted to head office in Canberra with no staff at post being involved. At post in Tonga DFAT staff and the Australian High Commission have become engaged in the PSWPS/SWP by

default, largely due to their existing relations with relevant Tongan Ministries. This issue is specific to Tonga due to high numbers of Tonga workers in the pilot. With the scheme growing in numbers and status it will be necessary from both a diplomatic and development standpoint to clarify the role of AusAID in the program. Moreover, it would be advantageous to align the SWP with development priorities in country-specific *Partnerships for Development*. Meanwhile, due to the high diplomatic profile of the scheme and the solid bi-lateral relations between the Australian Government and partner countries, DFAT will need to continue to be involved both at a regional/program-wide and country levels. While this finding is by no means negative it does highlight the need for clarity on roles and responsibilities in the scheme. AusAID's engagement with the program at post needs to take into account existing responsibilities and ultimately take into consideration the range of development priorities on a country by country basis.

Another area requiring improvement across the SWP is communication between relevant stakeholders and partners. During this evaluation the NZ Ministry of Business, Innovation and Employment (MBIE) suggested that communication can be improved between AusAID and MBIE; not necessarily through formal channels such as meetings and plans but rather through ongoing informal communication. Similarly, it was also suggested by program stakeholders that partner countries could also be more effectively engaged in providing feedback to Australian Government partners on the scheme; through forums perhaps facilitated by external stakeholders to ensure impartiality. Similarly in consultations with Australian employers there were calls for a greater level of industry engagement in the scheme.

1. Clarify the role and responsibility of AusAID in the Seasonal Worker Program focusing on the how capacity building fits within the wider program design and ensure that this is communicated to program partners.
2. Where possible AusAID should engage with both partner countries and the Australian Government high commissions at post to include a stronger commitment to labour mobility in the Pacific Partnerships for Development.

4.2.3 Recruitment and regulation

Strengthening OF recruitment mechanisms was identified as a key area for improvement in this evaluation. This is evidenced by the Tongan recruitment process where the labour export unit (LEU) do not have full oversight on the direct recruitment mechanism. This is by no means because of lack of will from the Tongan LEU who are short staffed and have undergone considerable organisational changes due to the government restructure in early 2012. As a result, the Tongan LEU has less visibility on the preparedness of workers recruited via direct recruitment. In order to fully understand and respond to risks potentially posed by direct recruitment the LEU needs greater oversight of the direct recruitment process and regulation of agents operating in Tonga.

3. Provide support for the labour export units in Pacific sending countries to provide greater oversight of the direct recruitment mechanism.

4.2.4 Pre-departure training

Pre-departure training is a requirement of the SWP. Presently it is not clear whether every worker being dispatched in the scheme is provided a pre-departure briefing. This is partly because of a lack of oversight by both the LEUs and the Australian Government of the direct recruitment process (see above).

In terms of content and delivery, pre-departure training could potentially be improved by increasing the practical demonstration of working life in Australia. It is likely that more practical examples of horticulture work and learning methods would more effectively suit the learning preferences of Pacific workers. These comments were supported by employers in Australia, including MADEC and Connect Group, who argued that the pre-departure training did not adequately equip workers for the “operational realities” (MADEC) of working in Australia. Both MADEC and Connect Group stated that closer industry engagement would improve the effectiveness of training delivered to workers. In addition, informants stated workers should be more adequately prepared through improved language and leadership training; specifically for identified group leaders.

- 4.** Work with Pacific LEUs to ensure that pre-departure training is undertaken for all participants and that it is both appropriate to the requirements of Pacific workers and employers.

4.2.5 Marketing

With the SWP aiming to increase the number of workers between 2012 and 2016 strategies are needed to increase the demand for Pacific workers among Australian employers with unmet demand for labour. Because of the inherently competitive nature of the scheme, marketing Pacific workers will need to happen on a country by country basis. In order to be competitive, each Pacific country will need to develop and market their unique ‘brand’. Experience from the New Zealand RSE scheme has illustrated that marketing has had a major influence on uptake within the scheme. During this evaluation Tongan, ni-Vanuatu and i-Kiribati representatives commented that further assistance in marketing would be helpful as a “lot of employers in Australia do not know about the scheme yet” (Vanuatu). This suggestion was affirmed by the DFAT post in Kiribati (where uptake has been low to date) and by the World Bank³⁸ who identified effective marketing as a “major constraint” in the scheme to date.

What is evident is that it is important for partner country LEUs to understand employer preferences in order to more effectively select and recruit the best workers. Moreover, a key learning to emerge is that the quality of workers provided by partner countries directly affects how employers perceive, and hence their likelihood to recruit Pacific workers based on their country of origin. Creating positive national profiles based on the supply of quality workers through effective recruitment processes therefore needs to be an ongoing priority for the scheme.

³⁸ In correspondence.

In late 2012 the Australian Government funded a series of 'Marketing Road Shows' whereby Pacific government and LEU representatives were supported to visit employers in Australia under the AusAID Public Sector Linkages Program. These visits have been welcomed by Pacific government representatives and development partners as an effective way to build relationships between employers and LEUs and for LEUs to develop marketing capability (particularly in understanding labour market requirements and preferences).

5. Engage closely with DEEWR to identify Australian domestic labour market requirements and employer preferences and ensure that this information is communicated to Pacific sending countries.
6. Continue to provide opportunities for Pacific countries to market their workers based on country specific strengths and Australian labour market requirements through the Public Sector Linkages Program.

4.2.6 Communications and engagement

During the evaluation mission it was also apparent that LEUs devote significant time and resources to communicating and engaging with the public on a range of issues related to the scheme. Communication ranges from broad scale media (radio and television) appearances to local, village level meetings and consultations. LEUs undertake communications to counter misperceptions of the scheme (i.e. that recruitment agents must be paid a fee), to deal with problems as they arise (e.g. if a worker absconds) and to raise awareness and build the profile of the scheme. Despite the regular communications activities conducted by LEUs there is currently no assistance provided to LEUs.

7. Consider providing further assistance to LEUs in communications and marketing possibly through the placement of a skilled volunteer through the Australian Youth Ambassadors for Development¹ (AYAD) or Australian Volunteers for International Development¹ (AVID) programs.

4.2.7 Maximising development impacts

The study of development impacts in the PSWPS by Gibson and McKenzie (2011) noted that there are trade-offs between spatial equity and efficiency in the scheme. On the one hand it is more efficient for Pacific LEUs, Australian agencies and employers to increase the percentage of returning workers in the scheme. Returning workers are consistently shown to be more efficient (from an employer's point of view) and capable of remitting a higher proportion of wages than first time workers. On the other hand, it is also necessary from a development point of view to increase the distribution of benefits within the scheme by ensuring that remote islands and workers from poorer backgrounds are represented in the program. Meanwhile, despite AusAID's recognition that increasing the participation of disabled and female workers is necessary to maximise development impact there is no explicit strategy setting out

how this will happen. The key learning here is that LEUs should actively assist employers in sourcing the right balance of workers and carefully consider the trade-offs between equity and efficiency.

- 8.** Engage with employers and LEUs to ensure that a balance of returning and first time workers is recruited in the Seasonal Worker Program.
- 9.** Develop strategies to increase the distribution of benefits equitably in the scheme.

4.2.8 Skills and financial literacy training

Training is recognised as a significant opportunity for the SWP to contribute to enduring impacts that are enduring and sustainable. There is an opportunity to strengthen links between the SWP and training opportunities in the Pacific, specifically by signposting and referring returning workers to domestic training courses such as AusAID funded TVET programs to institutions such as the Kiribati Institute of Technology (KIT). Meanwhile, in Australia RTOs provide a means for Pacific workers to gain accreditation, which can then provide a means for further qualifications in the APTC.

While official learning organisations provide legitimate means for further vocational learning and employment, the administration and regulation of training in the pilot constrained participation in such activities and hence skills development for some employers and employees. It is also important that Pacific workers are active in identifying their own learning needs and requirements for both skills and financial literacy training.

The key learning here is to carefully balance the need for credible training which provides legitimate, recognised qualifications with practical considerations such as the learning needs and preferences of Pacific workers, and the costs and location of RTOs in relation to employers (which are often remote). Continue to fine-tune financial literacy training by including more practical examples which are relevant to the learning needs and requirements of Pacific workers.

- 10.** Strengthen the link between the SWP and further training opportunities such as TVET and APTC for instance by including referrals to training in debrief sessions for returning workers.

4.2.9 Support for labour export units

The investment made by AusAID in building the capacity of the labour export units (LEUs) is a long term investment which will require ongoing support. The process of institutional strengthening which has been set in place will take time to take effect. For instance, in Tonga legislation is drafted which will provide a legal basis for the regulation of the labour supply market. Completing this legislation is a priority for the Tongan government given the ramifications of unregulated direct recruitment. Continuing the interventions begun by the World Bank and providing adequate follow up, training and support to the LEUs is critical to the long term viability of the program. Moreover, it is necessary to ensure that institutional structures – such as documentation of guidelines and policies – are put in place so that the LEUs can withstand external shocks such as staff turnover, organisational change and spikes

in demand. Greater oversight may address the risk of institutional change on capacity. The World Bank are currently considering measures to strengthen change management processes within Pacific LEUs such as a requirement from Pacific countries to provide “in advance alert to development partners on structural or other substantial risks”. Similarly, greater oversight on the part of AusAID of the capacity building interventions conducted by the World Bank is required to monitor the effectiveness of the investment.

- 11.** Continue to provide assistance to Pacific labour export units based on the institutional assessments conducted by the World Bank.
- 12.** Greater oversight of the interventions conducted by the World Bank and other contractors/sub-contractors is required to monitor program effectiveness.
- 13.** Establish a mechanism whereby Pacific governments communicate any structural or institutional changes likely to affect the capacity of labour export units to development partners in advance.
- 14.** Ensure that capacity building interventions have an adequate level of follow up support and training for LEUs in order to realise the utilisation of tools and processes that are developed.

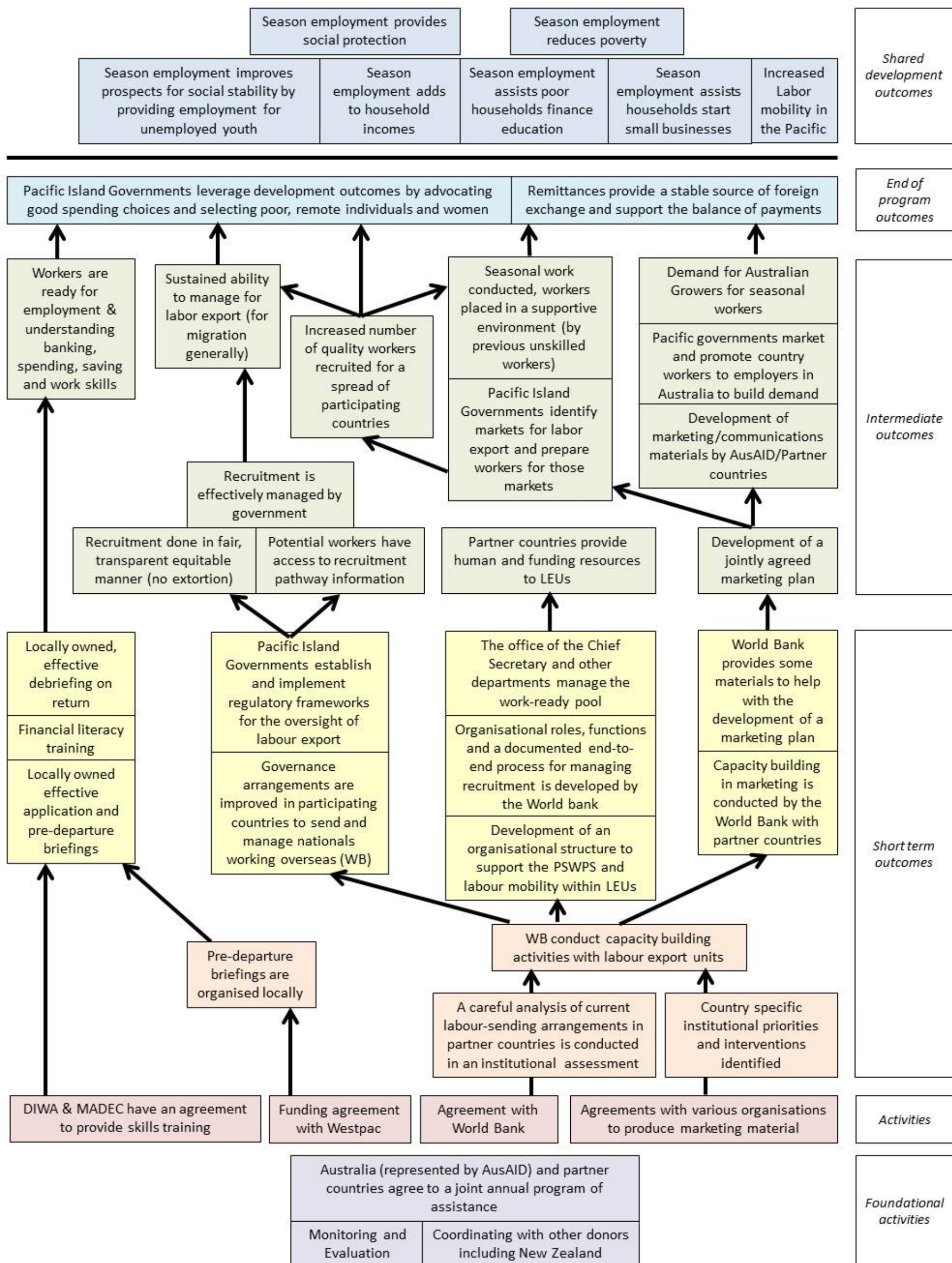
4.2.10 Monitoring and evaluation

Undertaking monitoring and evaluation (M&E) is critical in ensuring ongoing program improvement and accountability. M&E will facilitate an understanding of how the investment has contributed to outcomes and achievements by the SWP.

- 15.** Clarify the Theory of Change for the Seasonal Worker Program illustrating how the program will contribute towards higher level development objectives.
- 16.** Develop a Seasonal Worker Program monitoring and evaluation framework which aligns with the design of the capacity building assistance package in 2013 and the SWP Theory of Change. Ensure that the framework contains guidance on documenting routine project monitoring (i.e. capturing records on number of workers who have attended pre-departure training) as well as demonstrating project outcomes and achievements (i.e. changes in the capacity of LEUs).
- 17.** Where possible engage program partners in the design and implementation of a monitoring and evaluation system capable of demonstrating the performance and achievements of the seasonal worker program as well as providing information for program improvement and management purposes.

Section 5: Annexes

Annex 1: RLF Program Logic



Annex 2: Documents reviewed

Table 6 Documents reviewed for the evaluation

Author/Organisation	Year	Title
Australian Government	2012	'Australia's International Development Assistance Program 2012-13. Helping the World's Poor: Implementing Effective Aid' Statement by Senator The Honourable Bob Carr, Minister for Foreign Affairs. 8 May 2012.
AusAID	2010	Annual Program Performance Report
	2010	AusAID PSWPS MERI Plan
	2011	Annual Program Performance Report
	2010	Quality at Implementation Report
	2011	Quality at Implementation Report
	2012	Quality at Implementation Report
	2012	'Kiribati Labour Mobility Needs Assessment Matrix' document prepared by Manager (Labour Mobility), last saved 15/08/2012.
	2012	'Tonga Labour Mobility Needs Assessment Matrix' document prepared by Manager (Labour Mobility), last saved 15/08/2012.
Australia Pacific Technical College	2009	'Australia-Pacific Technical College Stage II Concept Note', APTC.
Government of Australia/Government of Tonga	2008	Memorandum of Understanding between the Australian Government and Australian Government and the Government of the Kingdom of Tonga in support of Australia's Pacific Seasonal Worker Pilot Scheme (PSWPS)
	2009	'Partnership for Development between the Government of Australia and the Government of Tonga'
Government of Australia/Government of Kiribati	2011	'Reitaki Joint Report on the Kiribati-Australia Annual Talks 2011'
Government of Australia/Government of Samoa	2009	'Partnership for Development between the Government of Australia and the Government of Samoa'
Government of Australia/Government of Vanuatu	2009	'Partnership for Development between the Government of Australia and the Government of Vanuatu'
Government of Australia/Government of Papua New Guinea	2009	'Partnership for Development between the Government of Australia and the Government of Papua New Guinea'
Gibson J, McKenzie D	2011	'Australia's Pacific Seasonal Worker Pilot Scheme: Development Impacts in the First Two Years', Department of Economics Working Paper in Economics 09/11 (June 2011), report prepared for the World Bank.
International Labour Organisation	2006	'Kiribati ratifies the Maritime Labour Convention' http://www.ilo.org/global/standards/maritime-labour-convention/WCMS_166472/lang-en/index.htm Accessed 17 December 2012.
Pacific Islands Forum	2011	http://www.forumsec.org/resources/uploads/attachments/documents/2011_PacPlan_Annual_Progress_Report_Eng.pdf Accessed: 19 October 2012.
Papua New Guinea – Australia Ministerial Forum	2012	Port Moresby, Papua New Guinea. Communiqué 6 December 2012 http://foreignminister.gov.au/releases/2012/bc_mr_121206.html Accessed: 18 December 2012.
Senate Standing Committee on Education,	2006	Chapter 3 – 'Labour from the South Pacific' from 'Inquiry into Pacific Region seasonal contract labour - Perspectives on the future of the harvest labour force'

Employment and Workplace Relations		http://www.aph.gov.au/Parliamentary_Business/Committees/Senate_Committees?url=eet_ctte/completed_inquiries/2004-07/contract_labour/report/c03.htm Accessed: 19 October 2012.
TNS Social Research	2010	'Interim Evaluation of the Pacific Seasonal Worker Pilot Scheme' Executive Summary, report prepared for the DEEWR.
	2011	'Final Evaluation of the Pacific Seasonal Worker Pilot Scheme' report prepared for the DEEWR. Accessed 18 March 2013. Accessed 18 December 2012.
United Nations	2012	http://www.un.org/millenniumgoals/ Accessed 18 December 2012.
Westpac	2010	Westpac Pacific Banking Partnership Report
	2011	Westpac Pacific Banking Partnership Report
World Bank	2008	Tonga Institutional assessment
	2009	Kiribati Institutional Assessment
	2009	Vanuatu
	2010	PNG
	2011	Externally Financed Output 173: Progress Report

Annex 3: Informants

Organisation / description	Country	Category	Number of respondents			Number of interviews
			Male	Female	Total	
Ministry of Business, Innovation and Employment (MBIE)	New Zealand	SI	1	2	3	1
Australian Department of Foreign Affairs and Trade (DFAT)	Tonga	SI	1	1	2	1
	Kiribati	SI	1	-	1	1
	Australia	SI	2	2	4	1
	PNG	SI	-	1	1	1
Department of Immigration and Citizenship (DIAC)	Australia	SI	1	-	1	1
Department of Education, Employment and Workplace Relations (DEEWR)	Australia	SI	1	1	2	1
Westpac Financial Inclusion	Australia	SI	-	1	1	1
World Bank	-	SI	-	1	1	1
Contractors (World Bank)	-	SI	2	-	2	
Ministry of Commerce, Tourism and Labour (MCTL)	Tonga	LEU	-	1	1	1
Ministry of Internal Affairs (MIA)	Tonga	LEU	1	1	2	1
Department of Labour and Employment Services (DLES)	Vanuatu	LEU	1	-	1	1
Ministry of Foreign Affairs and Immigration (MFAI)	Kiribati	LEU	-	2	2	1
Ministry of Labour and Human Resource Development (MLHRD)	Kiribati	LEU	-	4	4	2
Ministry of Prime Minister and Cabinet (MPMC)	Samoa	LEU	1	3	4	1
Department of Labour and Industrial Relations (DLIR)	PNG	LEU	2	-	2	1
Ironbark Citrus (Approved Employer)	Australia	AE	-	1	1	1

Connect Group (Approved Employer)	Australia	AE	1	-	1	1
MADEC (Approved Employer)	Australia	AE	2	-	2	1
Workers (Kiribati)	Kiribati	W	3	1	4	1
Total	-	-	20	22	42	21

Annex 4: Interview Guides

AusAID

Pacific Seasonal Worker Pilot Scheme (PSWPS)

Evaluation 2012

Interview Guide 1: Strategic Informants

1. Can you tell me about your role and how it relates to the seasonal worker program (SWP)?
2. How relevant do you believe the PSWPS/SWP is to the development context in the Pacific?
 - How do you see the SWP contributing to broader strategic goals/policies? Which ones?
 - Does the PSWPS/SWP address any specific gaps in the Pacific development context?
 - Does the PSWPS/SWP align with other investments to increase labour mobility in the Pacific? If so, how so?
 - How does the PSWPS/SWP leverage other investments to increase labour mobility in the Pacific?
 - How does the Australian Government (AusAID) work with the NZ RSE Policy and other donors to coordinate Pacific labour mobility in the Pacific?
3. Has the capacity of Labour Export Units to manage the exportation of labour improved as a result of the PSWPS/SWP? If so, how so? Please provide examples.
 - Papua New Guinea
 - Tonga
 - Vanuatu
 - Kiribati
4. *[World Bank] What has worked in building the capacity of LEUs?*
 - *Where? Which country?*
 - *What was it about this particular activity that worked in this instance?*
 - *What has not worked? Where? Why?*
5. *[World Bank] Describe specifically what changes, if any have occurred as a result of capacity building?*
 - *Where? Which country?*
 - *Which LEU?*
 - *What activities have led to these changes?*

- *What other factors, if any have also contributed to these changes?*
6. *[DEEWR] Has the demand for Pacific seasonal workers among growers in Australia increased as a result of marketing in Australia?*
 - *If so, what has led to the increase in demand?*
 - *What changes in demand, if any have occurred as a result of marketing?*
 7. Do you have any suggestions on how AusAID can better enable LEUs to manage the exportation of labour in the Pacific?
 8. What impacts on seasonal workers, if any have occurred as a result of the PSWPS/SWP?
 - Positive [prompts – household income, social protection, small businesses, labour mobility, employment of youth etc.]
 - Negative [prompts – undesirable use of income, resettlement issues etc.]
 - Unexpected
 9. Looking ahead, how well equipped do you think the LEUs are to manage the exportation of labour beyond the SWP?
 - Ownership
 - Capacity
 - Resources
 10. Do you have any comments about how inclusive the PSWP/SWP is?
 - Gender
 - Disability
 11. Do you have any other comments about the PSWPS/SWP?

Thanks for your time and comments. We will collate and analyse your responses with other stakeholders as part of the PSWPS/SWP evaluation.

AusAID

Pacific Seasonal Worker Pilot Scheme (PSWPS)

Evaluation 2012

Interview Guide: Labour Export Units (LEU)

1. Can you tell me about your role, and about the LEU?
 - How does your LEU sit within your government structure?
 - How many staff does your LEU have?
2. Can you tell me what your agency hopes to get out of the program?
 - What are the results that you expect?
 - Why is it important to your country?
3. How does the Seasonal Worker Program help you to achieve your important government goals and strategies?
 - If so, which goals/strategies?
 - What aspect of the program assists your government/country?
 - How does the program meet the needs of the people of this country?
 - How does the program meet the development challenges in the region?
4. Is your agency/ministry involved in any other labour export programs or policies?
 - Recognised Seasonal Employer (RSE) Policy?
 - How well SWP complement and coordinate with other Pacific labour programs/policies (i.e. RSE)?
 - What, if anything does your country gain from being involved in the PSWPS that it doesn't or would not otherwise gain from similar schemes?
5. Which AusAID funded capacity building activities with the World Bank did your country/LEU participate as part of the PSWPS/SWP?
 - Policy or legislation
 - Institutional strengthening – administrative and service delivery systems
 - Other (please identify)
6. What do you see as the main benefits that you gained from this support?
 - Identifying markets for labour export
 - Preparing workers for markets

- Establish and implement regulatory frameworks for the oversight of labour export
 - Managing labour exportation
 - Leverage development outcomes (i.e. adding value to other development)
7. What, if any changes have occurred as a result of the SWP capacity building in your country?
- Describe change?
 - What led to the change?
8. Do you have any suggestions on how AusAID can better enable LEUs to manage the exportation of labour in the Pacific?
9. What evidence is there of any impacts on seasonal workers as a result of the PSWPS/SWP?
- Positive [prompts – household income, social protection, small businesses, labour mobility, employment of youth etc.]
 - Negative [prompts – undesirable use of income, resettlement issues etc.]
 - Unexpected
10. Looking ahead, how well equipped do you think your LEU is to manage the exportation of labour beyond the SWP?
- Ownership
 - Capacity
 - Resources
 - Staff (considering turnover)
12. Do you have any comments about how inclusive the PSWP/SWP is?
- Gender
 - Disability
13. Do you have any other comments about the PSWPS/SWP?

Thanks for your time and comments. We will collate and analyse your responses with other stakeholders as part of the PSWPS/SWP evaluation.

AusAID
Pacific Seasonal Worker Pilot Scheme (PSWPS)
Evaluation 2012
Interview Guide: Workers (Kiribati)

1. Introductions. Can you tell me your name/s? [*Go around circle*]
2. Can you tell me where you come from? [*show map of Kiribati*] How long have you lived there?
3. Can you tell me when you went to Australia? [Date / Time] [*Go around circle*]
4. When you went to Australia, how long did you spend there? [*Go around circle*]
5. What were your jobs there? [*Go around circle*]
6. Where did you live when you were working in Australia? [*Go around circle*]
 - How did you find the experience of living in Australia?
 - Were there any positive or negative experiences?
7. Can you tell me what you have gained from your participation in the PSWPS? [*Let participants speak first then probe if necessary*]
 - Financial benefits
 - Skills
 - Saving/banking
 - Work experience
 - Qualifications
 - Confidence
 - Other [please identify]
8. What has happened now that you have returned home? What are you doing
9. What has changed now that you are home as a result of your participation in the PSWPS?
 - For yourself
 - In your family
 - In your community

10. Do you plan to return overseas to work again? *[Go around circle]*

- Where will you go?
- What are the main reasons that you will go overseas again?

11. Do you have any other comments about the PSWPS?

Is there anything that you think is important that we haven't covered?

Thanks for your time and comments. We will use your responses and comments as part of the PSWPS/SWP evaluation.

Annex 4: Ethics statement

Clear Horizon Pty Ltd. Pacific Seasonal Worker Pilot Scheme: Ethics and confidentiality Statement

About this project

Clear Horizon has been contracted by AusAID to conduct an independent evaluation of the Pacific Seasonal Worker Pilot Scheme (PSWPS), which was implemented between August 2008 and June 2012. In July 2012, the PSWPS was extended in the Seasonal Worker Program (SWP) which will run from July 2012 until June 2016. The PSWPS was originally delivered in Papua New Guinea, Tonga, Vanuatu, and Kiribati and expanded to include Nauru, Samoa, Solomon Islands, and Tuvalu.

This evaluation will focus on the PSWPS and will inform the design of the SWP. In this evaluation we will focus on the role of AusAID in delivering the capacity building component of the PSWPS. Though we will also consider other aspects of the PSWPS including add on skills training and communications activities.

Confidentiality

We have a commitment to the confidentiality of your responses so that you are not identifiable personally or any comments you make are not traceable to you personally. To ensure this, the following protocols will be followed:

- there will be no discussions between the researcher and research participants concerning comments made by others at separate interviews
- transcripts of interviews will be identified or coded in a way that is only recognisable to the researcher (names and locations will be stored separately from the interview transcripts). In this way anonymity will be preserved.

On your agreement, the interview will be taped by the interviewer. If you agree to this, your words may be quoted in documents, but your identity will be disguised. Any quotations used will be sourced in terms of the position of the informant and the individual identity will be protected at all times. However, you are more than welcome to check any quotations prior to circulation of the documents, and are free to withdraw your comments at any time.

Privacy

Clear Horizon is committed to protecting personal information provided in accordance with the principles of the *Information Privacy Act 2000*. To this end individual responses will be:

- stored in a secure location by Clear Horizon.
- identified by code rather than by name. The client will not be given copies of the individual responses, and should not be able to trace the responses to individuals.
- your contact details will not be passed onto a third party.

Individual responses may be summarised and presented in a report that will be stored and used by AusAID. Individual names will not be mentioned in this report. This summary report may be made available to other government agencies and stakeholders.

Clear Horizon

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Annex 5: Number of participants in the PSWPS

Table 3. Number of participants in the Pacific Seasonal Worker Pilot Scheme (2009 – 2012)

Country	Female	Male	Total
Kiribati	5	47	52
Papua New Guinea	28	54	82
Samoa	-	39	39
Timor-Leste	5	7	12
Tonga	148	1183	1331
Vanuatu	21	96	117
Total	207	1426	1633

Annex 6: Institutional capacity building interventions conducted by the World Bank as part of the PSWPS

Area	Intervention / assistance	Country/Government
Regulatory Frameworks	Review regulatory requirements/provisions for labour migration/export and undertake drafting requirements as appropriate	Tonga Vanuatu Kiribati
Cross cutting areas	Organisational, management structures, and human resources; processes and systems central to the management of labour export	Tonga Vanuatu
	Database systems for information storage, retrieval and analysis	Tonga Vanuatu Kiribati Samoa
	Marketing strategy, planning and tools	Tonga Vanuatu Kiribati Samoa
	Detailed assessment of management environment, systems and tools	Kiribati Samoa
Country specific priorities	Systems and processes to systematically collect and access information on employer data and remittances	Tonga
	Review Revolving Fund in Kiribati	Kiribati
	Leadership training course for Tongan seasonal worker team leaders	Tonga
	Review organisational structure of Ministry of Labour, Commerce and Industries	Tonga
	Performance coaching to integrate HR and management system recommendations	Tonga Vanuatu