



Labour Mobility Assistance Program

Supporting the Seasonal Worker Programme



Annual Evaluation Report (2015–2016) and Annual Plan (2016–2017)

LMAP is supported by the Australian Government,
managed by Cardno



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Acronyms and Abbreviations

CBM	Previously Christian Blind Mission
DFAT	Department of Foreign Affairs and Trade
DIBP	Department of Immigration and Border Protection
DoE	Department of Employment
EMIS	Evaluative management information system
ESU	Employment Services Unit
FY	Financial Year
GoA	Government of Australia
LMAP	Labour Mobility Assistance Program
LSU	Labour Sending Unit
LTA	Long term adviser
M&E	Monitoring and Evaluation
MBIE	Ministry of Business, Innovation and Employment (New Zealand)
MERI	Monitoring and Evaluation, Reporting and Improvement Framework
MFAT	Ministry of Foreign Affairs and Trade (New Zealand)
MIS	Management Information System
NCCEC	National Career Counselling and Employment Centre (Kiribati)
NEC	National Employment Centre (Fiji)
NED	National Employment Division
NGO	Non-Government Organisation
PAILS	Pacific Islands Labour Sending
PNG	Papua New Guinea
PWDSI	People with Disabilities Solomon Islands
RSE	Recognised Seasonal Employment Scheme (New Zealand)
SPP	Strengthening Pacific Partners
SSGM	State, Society and Governance in Melanesia (part of Australian National University)
STA	Short Term Adviser
SWCO	Seasonal Worker Coordination Office
SWP	Seasonal Worker Programme
TA	Technical Assistance
TAFE	Technical and Further Education
TVET	TAFE delivered Vocational Education and Training

Executive Summary

The Labour Mobility Assistance Program (LMAP) commenced in mid-2015. The purpose of LMAP is to support countries involved in the Seasonal Work Programme (SWP) to increase the number and quality of workers they are sending to Australia, and introduce activities that will increase the benefits to workers and their communities as a result of their participation.

The Australian Government aims to expand SWP participant numbers at a pace commensurate with compliance risk mitigation considerations, in Australia labour demand across SWP sectors, and a range of other factors. To date, this approach has resulted in steady growth in the foundation sector of horticulture, and growth in newly introduced sectors. For SWP sending countries, many of whom seek increased access to Australia's labour market, demand for seasonal workers currently sits below expectations and less than the existing supply available in the Work Ready Pools.

However, recent policy developments suggest that seasonal workers from the Pacific and Timor-Leste will be increasingly integral to Australia's agriculture, tourism, hospitality and aged care sectors. The release of the Northern Australia White Paper "Our North. Our Future" in 2015 prompted immediate changes to the SWP. Changes included expanding the SWP to the agriculture and hospitality sectors, removing the cap on recruitment across all sending countries, extending the visa timeframe for microstates countries to nine months, changing cost sharing arrangements and removing the need for a chest x-ray for visas granted for less than six months.

There are two sections to this report – a reflection of the previous 12 months of LMAP implementation (Annual Evaluation Report) and a plan for the next 12 months (Annual Plan). Both sections are based on the results of an annual internal monitoring, learning, planning and management process. The Annual Plan consolidates learning and refines approaches including adjusting the course and sequencing of activities going forward into the next 12 months.

Annual Evaluation Report (2015-16)

The focus of LMAP's first year has been on mobilising, achieving start-up milestones (including documenting program processes), working with sending countries to consolidate relationships, identifying ways to leverage in-country resources (i.e. improve and give substance to listed activities in the Country Plans), and progressing priority activities under **Component Two**. Key activities have included developing, piloting and rolling out a generic pre-departure briefing program; train-the-trainer programs; and progressing work on selection and screening processes against objective criteria in a number of countries.

LMAP has also begun establishing relationships to support the development of pathways for workers returning to country (**Component Three**), including leveraging existing Australian government programs supporting skill development and business development. The groundwork for **Component Four** is in place, with completion of a gap analysis of existing literature on labour mobility, which has informed priority research topics to be funded under LMAP. Shortly, researchers will be engaged to take this work forward.

LMAP has commissioned a scoping study and design for a new Evaluative Management Information System (complementary to New Zealand's Recognised Seasonal Employer (RSE) database). This will improve data collection and research capabilities and address SWP stakeholders' concerns relating to information management of the program in the future.

A requirement of LMAP is to address ways to increase participation in the SWP amongst women, people with disadvantaged backgrounds and people living with disabilities. To progress this work, technical consultants have been engaged to scope and design two pilot programs: Women in Agriculture in Papua New Guinea (PNG); and Inclusion of People with Disabilities in Vanuatu. These pilots will test strategies aimed at increasing participation and flow on benefits across SWP partner

countries. Additionally, they will simultaneously challenge preconceived ideas regarding barriers to participation.

Strong relationships with a wide range of key stakeholders have emerged over the last 12 months. Such relationships are helping LMAP to successfully achieve program outcomes. The relationship with Department of Employment (DoE) is one such relationship. DoE provided input into new pre-departure briefings and facilitated a connection between LMAP and approved employers. Approved Employers have aided in the design of selection processes and pre-departure briefings. This valuable process needs to be formalised, via regular information sharing (such as regular meetings and a joint annual planning process).

The LMAP team has faced a number of implementation issues, which have been worked through over the first twelve months to minimise impact on achieving program objectives. Key to this was:

- **Engagement with approved employers:** LMAP's engagement with current or potential employers in Australia was limited in the first nine months. However, Approved Employer roundtable meetings have addressed this.
- **Relationship with DoE and other key stakeholders:** The LMAP design under-estimated the time and resources needed to liaise with, and gain approvals from, the SWP and Recognised Seasonal Employers (RSE) stakeholders at each step of activity implementation. In response, regular consultation between the team leader and DFAT and DoE is occurring, and between Capacity Building Advisers and SWP Labour Sending Units (LSU). Similarly, engagement with New Zealand occurs at the strategic level to ensure harmonisation of support to LSUs and development of the EMIS.

Over the first year LMAP has learned a number of lessons that will be taken into consideration in program implementation over the next 12 months.

- How to manage the preferred focus of sending countries on **Components One** and **Two**, and minimal investment on increasing development impact (**Component Three**). This will require LMAP to work with LSUs on developing self-sustaining approaches to, and partnerships for, reintegration to ensure sustainability of **Component Three** achievements. Thus, there is the need to focus on supporting the private sector.
- Limited technical capacity of both the public and private sector in the majority of sending countries. This is an area for LMAP to focus over the next 12 months by fostering an approach by agents and LSUs that reflects a service provider model.

Annual Plan (2016 - 17)

Since completion of the first LMAP Annual Plan, comprehensive multi-year Country Plans have been developed with the LSUs. The Country Plans set out anticipated activities for 2016 – 17, including an implementation plan and detailed budget. While work will continue on **Component Two** in 2016 - 17, LMAP will focus increasingly on **Components One, Three** and **Four**.

The key activities set out in LMAP's Annual Plan are:

- (a) **Implementation of the EMIS:** augment the RSE database to meet LMAP needs or develop a parallel LMAP specific database (but with single entry routine) and establish agreed database.
- (b) **Mobilisation of marketing resources:** to support marketing activities to increase demand for seasonal workers, particularly from microstates and other countries with significant needs.
- (c) **Production of the five “day in the life” of a seasonal worker films:** to be used as part of training and screened during campaigns to recruit workers.
- (d) **Further development of whole-of-government arrangements:** to allow LMAP and DoE to collaborate more fully on a range of issues and activities and improve the support to the SWP.

- (e) **Commissioning of research projects:** drawing on the literature review recently completed, prioritise and commission a program of research activities to strengthen the delivery and development impacts of LMAP and the SWP.
- (f) **Multi-country activities:** development of a generic package of materials and approaches for a re-integration briefing process, which address and support the different needs of men and women in a country context.
- (g) **Continued focus on Inclusion:** specifically, implementation of the PNG Women in Agriculture pilot and Vanuatu Disability Inclusion pilot.

Program Expenditure and Budget

Program expenditure for the 2015 - 16 financial year was 17 percent of the current head contract limit. The largest shortfalls are in program activity costs due to the time investment in start-up activities and building relationships with SWP and RSE stakeholders.

1 Introduction Labour Mobility Assistance Program

1.1 Program Overview

Labour mobility is key to economic growth in both Australia and Pacific Island countries. Based on opportunities identified from the late 1990s, the Government of Australia (GoA) established systems for sourcing seasonal labour from the Pacific, recruited to work during busy harvest seasons when there is a shortage of local labour. What eventuated was Australia's *Pacific Seasonal Worker Pilot Scheme*, which ran from 2008–12, and then the *Seasonal Worker Programme* (SWP) commencing in 2012.

The SWP is a Whole of Government initiative led by Australia's Department of Employment (DoE). The SWP operates in nine Pacific Island countries - Fiji, Kiribati, Papua New Guinea (PNG), Nauru, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu – and Timor-Leste. In 2015-16, approximately 4,500 workers participated in the SWP. Based on current growth trends, it is expected that Pacific workers will be increasingly integral to Australia's on-farm production and supply, as well as growing in importance in sectors such as tourism, hospitality and aged care.

LMAP is funded by the Department of Foreign Affairs and Trade (DFAT) and managed by Cardno. LMAP commenced in mid-2015 with the specific purpose of supporting countries involved in the SWP to increase the number and quality of workers they are sending to Australia, and support activities that will increase the benefits (financial and other) to workers and their communities as a result of their participation. LMAP has responsibility and authority to operate within the SWP sending countries. Any work within Australia must be through DoE.

LMAP has four key components:

1. Improve demand for seasonal workers by supporting the development and implementation of marketing plans and strategies
2. Improve the supply and quality of seasonal workers by building the capacity of the Labour Sending Units in the selection, administration and pre-departure briefings of workers
3. Maximise the development impacts of the SWP by building capacity around re-integration briefings and processes
4. Produce evidence to improve policy and program outcomes through pilot and tracer studies.

1.2 LMAP Implementation

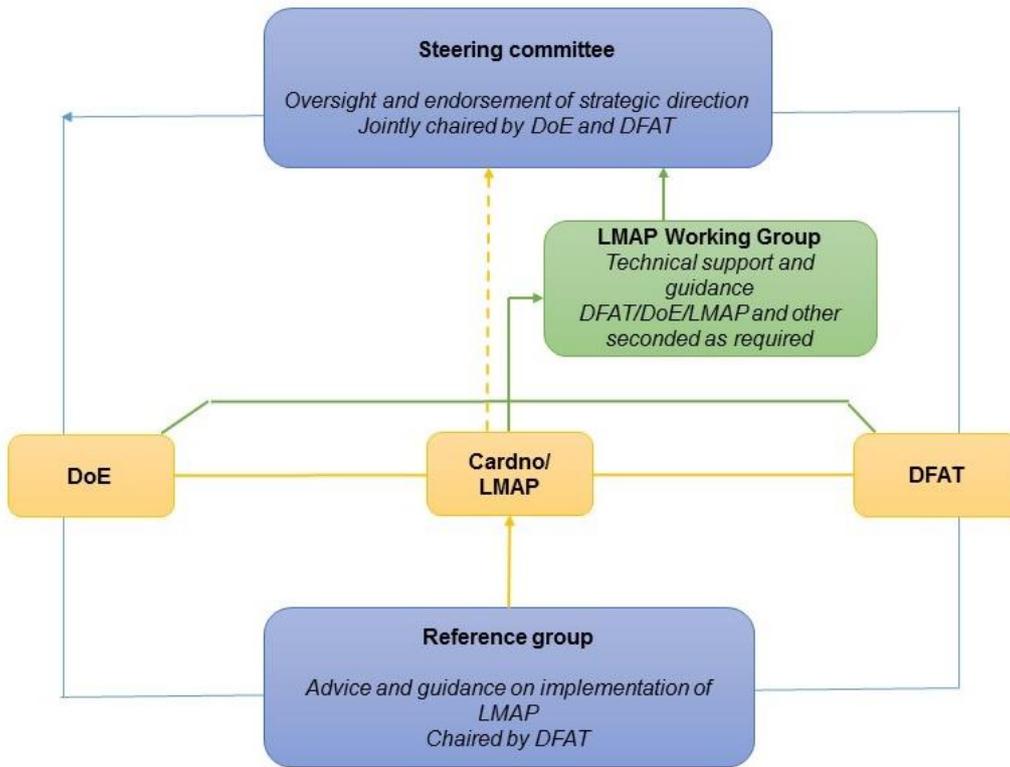
1.2.1 Changes to Governance Arrangements

Two governance bodies maintain oversight of LMAP:

- A Whole of Government steering committee is responsible for the oversight and endorsement of the strategic direction of LMAP.
- A reference group, involving the Australian Government, SWP participating governments, academia and industry stakeholders. This group provides advice and guidance on the implementation of LMAP.

LMAP's governance systems remain effective. An LMAP working group was established after the last steering committee meeting (in March 2016) to provide technical support and guidance to the committee. The working group will facilitate Whole of Government discussions around key operational issues relating to LMAP. Priority areas are the pre-departure briefing and selection processes and the assessment of research priorities.

Figure 1 Diagram representing the relationships between governance stakeholders



1.2.2 Changes to the Core LMAP team

With the addition of two Capacity Building Advisers in January and April this year, the LMAP team now comprises a Team Leader, three long term Capacity Building Advisers, a short term Adviser focusing on Monitoring and Evaluation (M&E) and research, and Cardno’s support team. This has allowed the team to divide lead responsibility for individual countries between the three Capacity Building Advisers. As a result, the depth of engagement and pace of activities has increased significantly. To complement the technical skills of the core team, short term inputs were engaged to drive forward specific activities (i.e. film production, information management systems and research). This arrangement has allowed the Team Leader to engage with DFAT on strategic policy issues and implementation requirements impacting LMAP. Table 1 shows the full complement of the LMAP team.

Table 1 The LMAP team for 2016 - 17 at the end of June 2016

Position	Role and Countries covered
Team Leader (full time)	Overall strategy, management and primary engagement with Whole of Government partners
Capacity Building Adviser (full time)	Country facilitator and activity manager for Nauru, Samoa, Solomon Islands, Timor-Leste
Capacity Building Adviser (full time)	Country facilitator and activity manager for Fiji, Kiribati, Vanuatu. Lead on disability
Capacity Building Adviser (full time)	Country facilitator and activity manager for PNG, Tonga, Tuvalu. Lead on gender
M&E Adviser (part time)	Leadership and management of M&E process and research program
Program Manager (part time)	Contractor Representative responsible for contract management
Program Support Officer (part time)	Program administration and support to program team
Program Accountant (part time)	Program finances

1.3 Changes to the seasonal work policy environment

1.3.1 In Australia

The *Northern Australia White Paper "Our North. Our Future"* released in June 2015, set out immediate and potential future changes to the SWP. Changes included:

- removing the cap on SWP recruitment across all sending countries and sectors
- expanding the sectors in which seasonal workers can be employed to include tourism in northern Australia, and agriculture¹
- removing minimum timeframes for working in Australia and an extension for microstates countries to nine months
- changing cost sharing arrangements, whereby employers only pay the first AUD500 towards the seasonal workers' travel.

The *White Paper* included a five-year Microstates-Northern Australia Pilot program to provide up to 250 citizens from Kiribati, Nauru and Tuvalu access to a multi-year temporary work visa² to work in lower-skilled occupations in selected industries (currently hospitality, agriculture, and aged care). The Australian Government has signed a Memorandum of Understanding (MOU) with the government of Kiribati. MOUs are soon to be signed with Tuvalu and Nauru. The interest from the aged care sector has been significant. An employer will be travelling to Kiribati in April to conduct interviews with graduates from the Kiribati Institute of Technology, with the aim of bringing a cohort of workers to Australia in the first round. Joint planning and agreed areas for collaboration will be required to ensure LMAP's capacity building activities complement those supporting the Microstates pilot program.

¹ It is anticipated that uptake by approved employers in these new sectors will take some time.

² The subclass 403 visas are for two years, with the option of applying for an additional year.

1.3.2 In New Zealand

The New Zealand Government continues to slowly expand its Recognised Seasonal Employment (RSE) scheme, with the cap on seasonal workers now set at 9,500. Due to commonalities between the SWP and RSE, changes in either program has the potential to impact the corresponding program. Therefore being cognisant of, and working with, New Zealand partner agencies is important in maintaining the relationship and operational stability of the two programs. To date, the increased NZ intake has not impacted on the Australian SWP.

The Strengthening Pacific Partnerships initiative³ (2011 - 2016), which is funded by the Ministry of Foreign Affairs and Trade (MFAT) and implemented by the Ministry of Business, Innovation and Employment (MBIE), is currently under review. The Vakameasina programme, which is the RSE add-on skills training program, is also under review. Given the success of Vakameasina, there will be lessons for the SWP's add-on skills training (AOST) program. Where relevant and complementary, the review recommendations will be drawn on to support LMAP decision-making and enhance program practices by the team. A request for a copy of the final report has been made.

A key focus of the Strengthening Pacific Partnerships initiative in recent months has been the roll out of a new Pacific-wide RSE database. A review of the in-country operation and usability of the RSE database in four countries has recently been completed by the New Zealand Government and findings are soon to be released. The success or failure of these RSE databases has significant implications for development of the evaluative management information system (EMIS) under **Component Four – Improving Outcomes** of LMAP. LMAP has made significant advances in identifying a system that completes and submits subclass 416 visas, while simultaneously transferring data into the evolving Pacific-wide system.

1.4 Trends in seasonal labour recruitment

DoE's approach to labour recruitment through the SWP is to facilitate growth in participant numbers at a manageable and steady rate. This means measured expansion of the program and no rapid growth of approved employers or arriving seasonal workers. Available data illustrates that the Program grew at 41% in the FY2015-16, with steady growth in the foundation sector of horticulture, and deliberate growth in the newly introduced sectors. For the SWP sending countries who want to see an exponential increase in participant numbers, demand for seasonal workers sits below expectations. As a result, the existing supply within worker ready pools exceeds demand. LMAP will continue to work with LSUs to achieve improved correlation between worker ready pool numbers and likely demand.

In the 2015-16 financial year the number of SWP workers increased by 1313 (which is a 41% increase on the previous year). Thus demand is growing steadily.

Role of the SPP

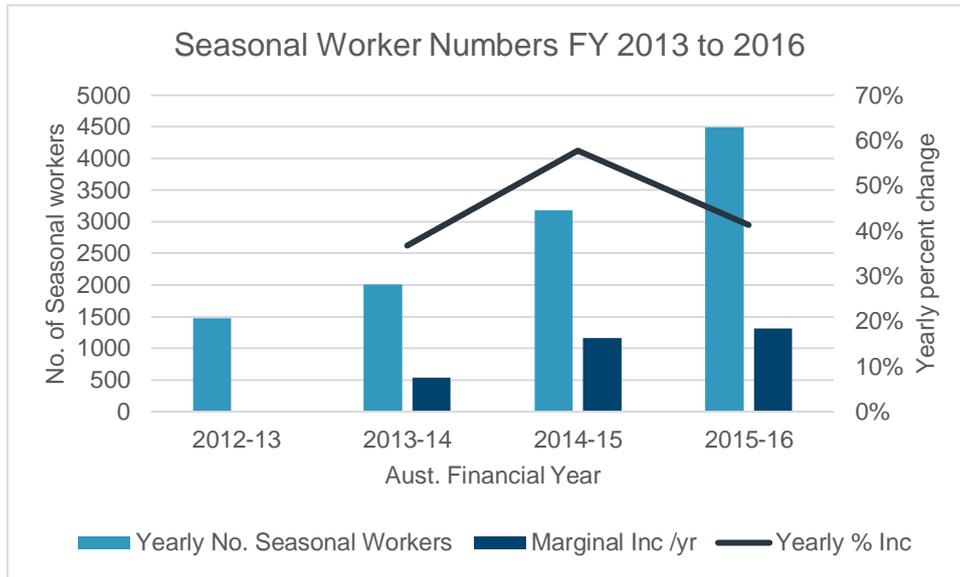
Strengthening Pacific Partnerships:

- delivers capacity-building technical assistance, including training, workshops and secondment to New Zealand for Government representatives, community leaders and groups
- focuses on information management, processes, knowledge, communication and marketing
- leverages skills gained by RSE workers, wider community and Pacific government officials to expand skills training in Pacific states.

³ The Strengthening Pacific Partnerships is New Zealand's equivalent of LMAP.

Figure 2 shows that while the total up-take of seasonal workers through the SWP has increased since the Program commenced, the proportional increase (percentage change from previous years) has peaked and then fallen slightly during the 2016 financial year. This will be due to a range of factors, including the in-Australia demand for workers from the Pacific.

Figure 2: Changes in Seasonal Worker Numbers from the Financial Year commencing 2012/13 until 2016



Over the same period, the number of people recruited to the work ready pools by the LSUs has remained static or grown. Table 2 shows that across countries, the number of people in the work ready pools exceed the number travelling to Australia (often by 10 times or more). This creates issues as the work ready pool databases are not maintained and updated. Additionally, their veracity is further challenged by ongoing calls for Expressions of Interest for participation in the SWP. This impacts LSUs’ capacity to select and provide the best candidates to approved employers.

Table 2 Estimates provided by LSUs on the number of people in Worker Ready Pools

	Fiji	Kiribati	Nauru	PNG	Samoa	Solomon Islands	Timor Leste	Tonga	Tuvalu	Vanuatu	Total
2012-13	400	450	0	2400	5000	200	2400	5992	840	124	17,806

1.5 Reflections on recently published research and workshops

1.5.1 Workshop on New Research on Pacific Labour Mobility (June 2016)

The workshop on New Research on Pacific Labour Mobility brought together Australian labour migration researchers. The key findings were:

- overseas work opportunities are increasingly available to Pacific island countries and low skill areas are a major avenue for Pacific Islanders. Supply capacity is an issue for middle and high skills areas
- pathways to overseas work opportunities must be developed. For example, major reforms to education and workforce development systems are needed to change the mismatch of low-skills supply with increasing middle and high skills demand

- the wider industry context shapes working conditions and therefore stakeholders must ensure that protection mechanisms are in place to minimise risks that the working conditions in the industry may pose
- the way visa provisions may support or weaken employer demand for a structured migration program is multidimensional.

The implication for LMAP is that there will continue to be high demand in Australia and New Zealand for the large pool of low skilled workers available in the Pacific. However, it is important that the design of sending countries' reintegration programs provide pathways for SWP workers into middle-skilled work opportunities.

1.5.2 Drawing on the experience of RSE employment (2015)

The only research published during the reporting period relevant to seasonal work was Dennis Rockell's *Pacific Island Labour Programmes in New Zealand: an aid to Pacific Island Development?*⁴ (2015). The research explored how the RSE was designed to prevent overstaying of visa entitlements to prevent any growth of a diaspora, and examined the flow on results.

1.5.3 PAILS workshop, Vanuatu 2016

The theme for this third Pacific Islands Labour Sending (PAILS) conference was *More Jobs, More Sectors, More Skills*. The workshop addressed opportunities and issues for Pacific labour migration in the aged care, construction and tourism sectors. Of particular note was the need for an increasing number of lower skilled aged care workers over the next 30 years. A presentation by the World Bank indicated that this may amount to 100,000 workers and the planning to meet this demand was yet to commence.

The PAILS country delegates agreed that a strategy would be required to increase the number of workers participating in these new sectors. In order to overcome constraints and continue to supply overseas markets, it was recommended that Pacific Island countries establish up-skilling investment strategies (which includes tertiary education and TVET), improve workforce information (through workforce databases) and increase the use of existing resources and institutes to achieve skills broadening⁵. This is an obvious area for LMAP to link with in the future.

⁴ <http://mro.massey.ac.nz/handle/10179/7407>: Abstract of Pacific Island Labour programmes in New Zealand: an aid to Pacific Island development? : a critical lens on the Recognised Seasonal Employer policy : a thesis presented in partial fulfilment of the requirements for the degree of Doctor of Philosophy, Massey University, Manawatu, New Zealand/

⁵ Close, S. (2016). *Supply Strategies*. World Bank. PAILS presentation 21 April 2016.

2 LMAP Annual Evaluation Report 2015 - 16

2.1 Summary of Progress to date

Over the past 12 months the LMAP team have focused on mobilising; achieving start-up milestones⁶ (including documenting program processes); in-country capacity assessments and broader stakeholder consultation; design and then redesign of advanced country plans⁷ that gives substance to listed activities; and implementing activities under **Component Two – Improving Supply and Quality**.

The rationale for prioritising **Component Two** activities includes:

- improving the quality of pre-departure briefings to ensure workers understand their rights and responsibilities and those of their employer when they arrive in Australia is a priority for DoE and DFAT
- approved employers indicated a need to strengthen both selection and preparation processes of LSUs and agents to ensure that the workers they receive have the skills and attitude to be productive
- participating SWP countries understand that building a reputation for sending reliable, productive workers is a key element of improving demand and must see themselves as a service provider who must provide a quality product to maintain or improve their market share in the program.

LMAP also focused on **Component Three – Maximising Input**, with consideration of how to incorporate inclusion⁸ principles into both selection and preparation processes. In addition, technical consultants were engaged to scope and develop the design of two pilot programs: Women in Agriculture in PNG; and Benefiting People with Disabilities in Vanuatu. The purpose of the pilots are to test strategies aimed at increasing participation in and flow on benefits from the SWP for women and people with disabilities, while simultaneously challenging preconceived ideas regarding barriers to participation.

The LMAP team also built strong relationships with a wider range of key stakeholders, who have emerged as instrumental to LMAP successfully achieving the impact intended in the original project design. This has included, *inter alia*, with:

- DoE through actively seeking their input into the new pre-departure briefing program and including them as an observer at the pilot pre-departure briefing in Timor-Leste
- Approved Employers during a roundtable discussion organised by DoE, which allowed LMAP to directly seek their input to inform the design of selection processes and pre-departure briefings
- in-country institutions and organisations, such as Kiribati Institute of Technology, which delivers pre-departure briefings for i-Kiribati seasonal workers and will have a key role in Kiribati's reintegration program.

⁶ This included the Finance and Operations Manual, Security Plan, Interim and Mobilisation Plan, Website Operational Report, Annual Plan 2015/16, Monitoring and Evaluation Framework, Risk Management Plan, Inclusion Strategy (still to be finalised), Communication Strategy and eight preliminary Country Plans.

⁷ The LMAP design is based on another similar DFAT regional program in the Pacific - Pacific Horticulture and Agriculture Market Access (PHAMA) program. PHAMA undertook two years of intensive design across only five countries (Solomon Islands, Vanuatu, Fiji, Tonga, and Samoa) before any field implementation was undertaken. Another key difference is that implementation was supported by a local coordinator in-country.

⁸ LMAP's mandate is to increase the benefits provided by the SWP for women, people with a disability, and people living in remote areas, and mitigate risks of these groups suffering harm as a result of the program.

- Other bilaterally-funded program contract managers, such as Palladium in Timor-Leste which is also providing support to the SWP.

An intention of the LMAP design is to provide flexibility to allow technical short term advisory inputs to be engaged to drive forward discrete activities⁹. Over the reporting period, LMAP has drawn on short term advisers in the following areas:

- Component One – Improving Demand:
 - Recruitment is underway for two marketing and strategic partnership specialists to work with LSUs to analyse their current marketing approaches and develop and implement marketing activities that leverages each countries’ seasonal worker comparative advantage, as well as existing links with Australia (employers, diaspora, etc.).
- Component Two – Improving Supply and Quality:
 - A labour migration technical specialist was employed to undertake the early scoping of the pre-departure trainings. This work has been further developed by the third recruited Capacity Building Advisor, drawing on their training and mobilisation-process knowledge.
 - A data and information management specialist was engaged to assist LSUs to develop interim database solutions, while the broader review of regional databases and the new EMIS are scoped by AID-IT Solutions (see point under **Component Four**).
 - Negotiations with a film production consultancy are being finalised. They will produce the “day in the life of a seasonal worker” series to provide the firsthand experiences of the conditions of living and working under the SWP. The short films will be used as part of training, as well as to screen during campaigns to recruit workers.
 - An experienced film producer was engaged to assist with assessing the technical proposals and costings of the film production consultancies bidding for the “day in the life of a seasonal worker” series. The advisor will have an ongoing role technical role to advise LMAP as the short films go through proof of concept, production and final edit stage.
- Component Three – Maximising Impact:
 - CBM completed a review of the options for the involvement of people with a disability in the SWP, including flow-on benefit. The recommendations (which included firstly identifying people with a disability already participating in the SWP and supporting them, and targeting seasonal workers with family members who have a disability rather than attempting direct participation) informed the scope for the pilot project.
 - A PNG national with over 10 years of experience in donor-funded agriculture projects in PNG, was engaged to design the Women in Agriculture pilot and revise the LMAP Inclusion strategy¹⁰.
- Component Four – Improving Outcomes:
 - State, Society, Governance and Melanesia (SSGM) at Australian National University completed a literature review and gap analysis of research into seasonal work programs in the Pacific. The results have informed LMAP’s research program and the research areas to be funded.
 - AID-IT Solutions, a specialist M&E company specialising in information communication technology solutions, has been engaged to undertake an independent review of existing seasonal worker databases (across the Pacific and New Zealand) and to scope Australia’s future EMIS to complement the RSE equivalent.

⁹ The LMAP Services Order is flexible, providing either 180 days or AUD500,000 for Technical Assistance and Training (unallocated STA), or allowing STA to be costed under Program Activity Costs.

¹⁰ This milestone report was previously submitted to DFAT during the LMAP inception phase, but now requires revisiting.

2.2 LMAP’s contributions to labour migration policy goals

The long term nature of the ‘program objective contributions’ as set out in LMAP’s M&E Framework (and provided in Table 3 below) contrasted with the early stage of LMAP implementation, along with ongoing challenges of accessing timely and accurate data, means that attribution of LMAP activities to high level policy goals is unclear.

Table 3 summarises what information there is on the contributions by LMAP (and other GoA initiatives) to meeting high-level labour migration policy objectives of Australia (as set out in the early endorsed *LMAP M&E and Risk Framework*). LMAP has qualified this with comments on the status of M&E data collection and activities that will in the near future have a direct impact.

Table 3 Contributions by LMAP to Government Labour Migration Policy Goals - Progress to date

LMAP Results Areas – Program objective contributions	Expected Results	Results Achieved / Comments
Policy Goal 1. Increased economic growth		
Program objective contribution: 1. Enhanced lives	SWP worker households and other community members have improved household living conditions and health and education outcomes.	Indicator: Changes in household living conditions and investment in health and education from SWP remittances. Comment: LMAP is still waiting for the draft report of the World Bank implemented impact studies to establish baseline figures. The EMIS will fill this information gap in the longer term. To ensure up-take, LMAP is pursuing the identified potential software programs that can address the value add propositions identified for the EMIS. AID-IT is to test this.
Program objective contribution: 2. Enhanced livelihoods (for families of participating workers)	SWP worker households have increased net household incomes	Indicator: Changes in household incomes through SWP income and consequent business or employment generated income. Comment: Awaiting the World Bank impact studies, along with the recommendations to implement the EMIS.
Policy Goal 2. Increased regional integration		
Program objective contribution: 3. Long term SWP sustainability	Seasonal labour mobility activities satisfy seasonal labour demand in Australia and supply of suitable Pacific island country workers in long term	Indicator: Adequate resourcing/budgets for relevant departments managing the SWP (Timor-Leste and Pacific island governments, Australian Government, employers and workers) to meet service demands. LSU ownership of SWP processes. Comment: Train-the-trainer programs developed and delivered in a number of countries including Timor-Leste, Fiji and Vanuatu to build the skills of LSUs in selecting and preparing seasonal workers. LMAP has provided assistance to LSUs to design screening and selection processes in Timor Leste, with programs in preparation for Tonga, Solomon Islands and Kiribati.
Policy Goal 3. Expansion of agriculture and accommodation industries (in Australia)		
Program objective contribution: 4. Increased business growth for SWP employers through reliable productive seasonal labour force	Businesses using SWP workers grow at a rate better than comparable sector businesses	Indicator: Participating businesses increase annual turnover above previous years trends and sector trends (compared to a similar size businesses not participating in the SWP). Comment: Waiting for feedback on World Bank impact studies to design processes to assess. LMAP is then most likely to use ABARE and ABS annual agricultural industry surveys combined, if possible, with targeted case studies of SWP Approved Employers by experienced agribusiness economists. There is an increased need to engage with industry associations as a pathway to accessing information from their constituency involved in the SWP.

2.3 Results achieved against LMAP components over the last year

The purpose of this section is to record progress of LMAP towards reaching the program’s ‘expected results’ over the last 12 months. The amount of information that can be presented at this time is constrained by the long term nature of the ‘component objective contributions’ and ‘expected results’ (refer to Table 4) and the timing of the reporting period. While LMAP is going into its third year, the program has only been running for 14 months, with the first six foundation months being focused on capacity assessment, country planning and some capacity building activities. No access to the baseline data also means that results are presently recorded as ‘outputs’ rather than impact or ‘results’.

Table 4 Summary - LMAP Component Results Achieved

LMAP Results Areas	Expected Results	Results Achieved
<p>Component One - Improving demand for seasonal workers</p>	<p>Increased numbers of Australian employers sourcing workers through the SWP and the respective labour sending units</p>	<p>Indicator: The number of approved employers has increased.</p> <p>Comment: At this stage, no data provided from Whole of Government partners to verify (LMAP to provide reporting template to facilitate). Furthermore, attribution or contribution by LMAP cannot be determined.</p>
<p>Component Two Improving supply and quality of seasonal workers</p>	<p>Increased numbers of workers from participating and priority countries undertake seasonal work opportunities</p>	<p>Indicator: The number of SWP workers has increased from 3,200 in FY14/15 to approximately 4,500 in FY15/16. This is equivalent to an overall 60% increase.</p> <p>Comment: Year on year percentage growth fell slightly over the previous year. However, this cannot be directly attributed to LMAP activities. LMAP focused on foundation activities, contributing to:</p> <ul style="list-style-type: none"> • Selection processes redesigned and improved with LSUs in Timor-Leste, Nauru, Fiji and Vanuatu • Train-the-trainer undertaken around pre-departure briefings in Timor-Leste, Fiji and Vanuatu. • Pre-departure programs in Timor, Vanuatu, Solomon’s and Fiji • Roundtable discussion held with group of approved employers to improve selection processes and pre-departure briefings.
<p>Component Three - Maximising SWP development impacts</p>	<p>Communities benefit from the effective use of remittances earned through labour Increased women’s economic empowerment</p>	<p>Indicator: No data at present</p> <p>Comment: Preliminary activity development has commenced, with scoping of pilot programs and initial links established with potential partners for development pathways. Earliest available data will be presented mid-2017</p>
<p>Component Four - Improving policy and program outcomes</p>	<p>Increased partner government capacity to manage international labour.</p>	<p>Indicator: No data at present</p> <p>Comment: Literature review and gap analysis completed and research program proposed for steering committee approval.</p> <p>EMIS contractor engaged to undertake first stage review.</p>

2.4 Implementation progress against components and inclusion principles

This section provides detail of key achievements and constraints to progress over the reporting period of July 2015 - June 2016. It combines and summarises information contained in the last two Six Monthly Reports (July - December 2015 and January - June 2016).

2.4.1 Component One – Improve Demand

Progress towards outcomes

- The LMAP team developed an understanding of DoE and sending country SWP processes and activities to market and link approved employers with sending communities, and to identify potential emerging opportunities.
- LMAP designed the “Building Better Linkages through Marketing” activity. The design sets out the focus of marketing activities to be supported by LMAP, as well as a justification on the roll-out of support across SWP countries¹¹ over the next 12 months.
- Through regular in-country consultations, as well as discussions with industry groups and scrutiny of approved employers selection preferences matched against producer and location, LMAP developed an understanding of the comparative advantage of respective countries and potential future markets for their workers. This initial analysis and mapping work is the first stage of the “Marketing” activity.
- Two Terms of References were developed for the appointment of a Marketing and Partnerships Manager and a Communications Coordinator, who will provide the technical knowledge to support countries in the development of their marketing strategies in 2016 - 17.

Constraints

- LMAP’s limited access to the approved employers in Australia to develop an evidence-base for marketing activities and opportunities, to be led by the LSUs, could present as an obstacle to a strategic approach by SWP countries. LMAP will need to work closely with DoE on all activities under this component.

2.4.2 Component Two – Improved Supply and Quality

Progress towards outcomes

- The LMAP team completed the first round of country visits (with some countries receiving their second and third visit) to complete assessments of LSU capacity and capacity building and support needs. Existing materials used in pre-departure preparation processes were also compiled and draft Country Plans were developed.
- LMAP developed and piloted a generic pre-departure briefing program and materials, which will now be used as a base for pre-departure briefing in all countries. The pre-departure briefing process and materials were adapted for use in Timor-Leste, Fiji, Vanuatu and Solomon Islands.
- LMAP trialed and ran train-the-trainer for the delivery of pre-departure briefing in Timor-Leste and Fiji to equip LSUs to run their own comprehensive pre-departure briefings in the future.
- At the invitation of DoE, LMAP led a session during the roundtable discussion with approved employers to better understand their needs in terms of selection and pre departure preparation of workers.

¹¹ The rationale is based on GDP per capita, GDP by sector (agriculture), the Human Development Index and Fragile State Index.

- In Timor-Leste, Nauru, Fiji, and Vanuatu, LMAP strengthened screening and selection processes on the basis of objective selection criteria (such as physical fitness and language tests and interviews to assess attitude). Such activities are expected to improve the matching of workers to employer needs. This will provide employers with relevant objective data on which they can assess candidates supplied by LSUs or agents.
- As a tool to assist LSUs to attract the right people to the work ready pools, LMAP advanced the production of the “day in the life of a seasonal worker” video series to help potential applicants, and their families, understand the realities of working and living in Australia under the SWP. Four film concepts were developed collaboratively with DFAT and an independently engaged film production specialist.
- Responding to deferrals with development of the EMIS (attached to New Zealand’s RSE equivalent)¹², LMAP progressed with an improved interim data management system. This included improving existing spreadsheets or developing new interim spreadsheets for Tonga and Timor-Leste. Training was also conducted to build LSU capacity in the use of Excel spreadsheets in Timor-Leste.

Constraints

- Due to resourcing constraints in sending countries, LMAP must be sensitive to not overburden the LSUs in terms of activity timing and the investment of time required (i.e. a week of training will not suit most LSUs).

2.4.3 Component Three – Maximising Impact

Progress towards outcomes

- LMAP undertook initial assessments of country contexts to understand existing processes for re-integration and the supporting of development outcomes. This included the identification of relevant stakeholders to be involved in future activities.
- LMAP has undertaken initial discussions and identified broad concepts to be further developed in the next six months with potential partners in Timor-Leste, Tonga, Fiji, Vanuatu and PNG. Concepts will support re-integration pathways aimed at strengthening the development outcomes of participation in the SWP.

Constraints

- Time and resources will be needed to sensitise the employment agencies and the LSUs to the importance of development issues, which is challenging with a fly-in-fly out LMAP team. LMAP will need to work closely with DFAT posts to advance this component.
- Developing the capacity of in-country resources to support pilot activities may take time, and could impact on the success of the pilots. For this reason, LMAP will carefully consider the roll-out of activities (and include training of stakeholders), identify local advocates for change and focus on engaging local organisations and individuals from pilot start up.

¹² DFAT and LMAP have been negotiating a coordinated solution with MFAT and MBIE that meets all stakeholder needs.

2.4.5 Component Four – Improving Outcomes

Progress towards outcomes

- LMAP engaged SSGM to complete a review of research on the development impacts and labour migration processes to identify gaps where LMAP should fund future research. From the extensive list of recommendations, LMAP grouped and consolidated research areas into ten topics and is seeking endorsement from the steering committee. An Expression of Interest has been produced to start the process of establishing a pre-qualified research group or panel.
- LMAP scoped and engaged the PNG National Research Institute and the Australian National University to conduct the first PNG Tracer Study. Part of the study was to understand why PNG's comparative advantage of its close proximity to horticultural areas in Queensland and temperate and tropical horticulture being the base of PNG agriculture, has not translated into increasing SWP supply. The results will help inform selection and marketing strategies.
- LMAP commissioned a review of LMAP and SWP data collection and management needs (the EMIS). The RSE LSU databases, established in RSE countries, were also examined to enable an informed decision regarding a future database for the SWP. A task of the review is to identify the value propositions for LSUs to utilise and maintain the database.
- LMAP led a focus group in Tuvalu with government representatives (ministries of health, finance and labour), police representatives, island leaders, community leaders, seasonal workers and civil society organisations (including disabled people's organisations) to reach consensus on Tuvalu's aims for participation in SWP, resource requirements and experience of SWP to date.

Constraints

- The lack of consistent data across sending countries, and the long lead time for development of cooperative approach to seasonal labour information, has resulted in an on-going lack of baseline or evidence-base. LMAP will continue to work with stakeholders to recognise the benefits of Pacific-wide information sharing. At the same time, LMAP will work with LSUs on their interim database solutions to improve primary data collection.
- The Services Order sets out a multi-step process of governance review and approval for research terms of reference, workplans and selection. The process follows the timetable of reference group and steering committee meetings, which slows implementation. Whole of Government stakeholders need to work on an improved process to avoid delays.

2.4.6 Inclusion

Progress towards outcomes

- The LMAP team developed an understanding of the context of women specific to each country, through country visits and reading available reports on the status of women and opportunities to increase their participation in the SWP. This information informed the drafting of LMAP's Inclusion Strategy, which is now going through a second review by a Pacific-based gender specialist.
- CBM/Nossal completed a review of the involvement of people with a disability in the SWP and provided recommendations on specific actions to maximise their access to the benefits of the SWP and minimise the associated risks. As a follow-up, CBM are designing a pilot on Disability Inclusion in Vanuatu and will support the implementation in an advisory role.
- LMAP developed the initial concept for a gender inclusion pilot and started discussions with potential partners and advocates both in Australia and the Pacific. The link between Women in Agriculture Australia and Women in Agriculture PNG presented as a sensible network to leverage for a pilot project. A gender specialist, with expertise in agriculture, will shortly commence designing the pilot project - Women in Agriculture in PNG. They will continue in an advisory role throughout implementation of the pilot.

Constraints

- The limited information available and difficulty retrieving information on participation of women, people with a disability and workers from remote areas from current LSU databases has meant that a baseline may not be obtainable. It is anticipated that the design process for the pilots will at least draw out relevant country-specific information (gender for PNG and disability for Vanuatu).
- Across the Pacific there are socio-political and cultural barriers to participation of women, people with disabilities and those marginalized by remoteness. Behaviour change strategies take a long time to have an impact. LMAP will work closely with the DFAT Pacific Women Shaping Pacific Development Initiative, as well as CBM.

2.5 Assessment of the learning model

LMAP's approach to capacity building was described in detail in the Annual Plan 2015-16. The core principles of the approach are that it must reflect and respect the local context and local stakeholders; be sustainable; meet the needs of Whole of Government stakeholders and approved employers; and complement and avoid duplicating capacity building activities of other stakeholders (in particular MBIE).

Over the last 12 months, LMAP activities have reflected this approach and principles through:

- close engagement by the Capacity Building Advisers with LSUs and other in-country stakeholders in the planning, design and implementation of activities
- running train-the-trainer programs and progressively building the confidence and capability of LSU staff to run activities themselves
- providing specific skills training for individuals within LSUs, such as the Excel training in Timor-Leste
- engaging with DFAT Posts and bilateral programs that relate to the SWP, for example Workforce Development Program in Timor-Leste, Kiribati Institute of Technology – TVET in Kiribati, the Solomon Islands bilateral program to support outsourcing the work ready pool, and the Tonga Interim Skills Development Facility providing pilot work readiness for seasonal workers
- identification of potential in-country partners to support long-term provision of a pipeline of work ready workers, and pathways for returned workers
- engagement with approved employers through a roundtable teleconference regarding their needs in terms of selection and preparation of workers
- engagement with DoE and other Whole of Government stakeholders to get their input into both the strategy and operational detail of LMAP activities
- engagement with New Zealand's MBIE and MFAT around their in-country support for the RSE scheme.

As a result, sending country governments are highly engaged with the activities being implemented through LMAP. Processes and materials have been adapted to each country context rather than adopting a "one size fits all" approach, and there is already evidence that LSUs are taking ownership of new processes. For example, Timor-Leste is running their own pre-departure briefings using LMAP developed materials.

2.6 Implementation issues

2.6.1 Engagement with Approved Employers

Engagement with the approved employers is tightly controlled through the Whole of Government process. The recent roundtable discussion with a group of approved employers demonstrated both the value to LMAP being able to interact with approved employers, and the interest of approved employers in contributing to LMAP. The discussion provided valuable information regarding employer priorities and concerns that are central to the design of both screening and selection processes and pre-departure briefing. Regular forums in which LMAP and approved employers can interact will strengthen LMAP's ability to deliver outcomes that contribute to the SWP policy goal of "enhanced domestic economic growth in agriculture and accommodation sectors" and growth in numbers. LMAP supports DoE's suggestion of a quarterly roundtable teleconference with DoE, DFAT and approved employers.

2.6.2 Relationship with DoE and other key stakeholders

The LMAP design greatly under-estimated the time and resources needed to liaise with the SWP and LMAP stakeholders, particularly with New Zealand¹³ and agencies in Canberra.

The relationship with DoE is critical for engagement with approved employers and ensures that LMAP adds value to their history of working with LSUs. Significant steps have been made in developing closer working relationships between the DoE SWP team and the LMAP team. Further strengthening of the working relationship is required to ensure better utilisation of the specialised skills and networks of both groups.

A current priority for LMAP is to access more regular and detailed reports on SWP implementation. Key areas of interest are worker and approved employer participation. This information will be used to assist with formative evaluation and to inform program direction.

Engagement with New Zealand MBIE is also important to capitalise on potential capacity building synergies and minimise duplication between LMAP and SPP. This is particularly critical around the development of the EMIS.

2.6.3 Resourcing of LMAP

The original implementation model proposed in the Scope of Services did not meet the needs of LMAP. The limited LTA inputs relative to large allocation of time for STA inputs were not adequate to enable the LMAP team to develop relationships with stakeholders in Australia and the SWP countries. The provision of bilateral funding from the DFAT Timor-Leste bilateral program and reallocation of STA funds to LTA costs has enabled two additional Capacity Building Advisers to be mobilised to greatly strengthen LMAP's in-country engagement.

¹³ There have not been regular formal meetings between the Department of Employment/the Department of Foreign Affairs and Trade and MBIE/MFAT to address common issues and to develop a systematic approach to co-operation and improving the seasonal worker programs.

2.6.4 Access to data

LMAP has faced significant challenges in accessing reliable and consistent data to support **Component 4**. Three particular issues have impacted on this:

- delays in the World Bank SWP impact surveys in Tonga and Vanuatu and productivity studies in Australia. These delays have meant that LMAP has not been able to establish appropriate baseline parameters for assessing LMAP results and impact, and has limited LMAP's ability to plan further outcome and impact studies. It also means that decisions on priority activities to implement is decided without a rigorous evidence-base, which the World Bank studies would have provided.
- delays in the commissioning of an EMIS scoping study, largely as a result of difficulties in engaging with New Zealand around their RSE database. This in turn delayed LMAP's ability to compile consistent and reliable data from sending countries to support M&E.
- delays in receiving data from DoE on deployments to Australia, which impacted the breadth of M&E data that LMAP can capture (i.e. as cohorts depart). The delay also means that LMAP cannot verify that pre-departure briefings are taking place because it is not possible to cross-reference with the LSU information. A new database developed by DoE will improve information access.

2.7 Lessons learned

- 1) **Ongoing close cooperation between DoE, DFAT, DIBP and LMAP will contribute to LMAP achieving its objectives, and improve broader SWP outcomes.** A close relationship between DoE (working with approved employers) and LMAP supporting effective pre-departure preparation will improve the quality and suitability of workers. Similarly, a shared understanding of processes and procedures available when both employee and employer compliance issues are identified will help LMAP to advise LSUs (and workers who have concerns about pay, work and visa conditions) during training processes, thereby reducing risks of reactive behaviour in workers. Consideration should be given to a jointly developed annual plan that coordinates the DoE-related activities (extension to industry and employers) in Australia with the LMAP activities in-country.
- 2) **There is an ongoing need for close and effective collaboration between the SWP and the RSE.** This will enhance operations, minimise duplication and to improve the development impact for sending countries. Regular meetings between DFAT/DoE and the New Zealand MFAT/MBIE, in which the delivery of respectively-managed programs is discussed and experiences shared, will strengthen both programs.
- 3) **There is value in periodic discussions between LMAP and approved employers** to ensure that LMAP continues to pursue priorities and design processes and materials that meet the needs of employers in Australia.
- 4) **The benefit of recognising the differing contexts between countries, and the need for sending country governments to retain ownership of processes,** with supportive guidance from the LMAP team. A key example has been that time available for pre-departure briefing will differ (Timor-Leste allows over a week, whereas Vanuatu trains bigger groups over 2 days) and as such, training must be structured accordingly. In addition, an understanding of the different approaches to seasonal worker selection instituted across countries (and processes actually followed to avoid political interference), is imperative to helping LSUs to improve accountability and transparency. This approach by the LMAP team requires a time investment in engagement, consultation and follow-up.
- 5) **Sending countries' resources are directed towards Component One - Increasing Demand and Component Two - Improving Supply and Quality,** with little remaining for **Component Three** - (maximising development outcomes). For this reason, LMAP needs to be cognisant of supporting sustainable strategies around pathways for returned workers that draw on existing resources in-country rather than encouraging resource-intensive approaches that are unlikely to be

sustained when LMAP support comes to an end. Thus, there is a need to focus on supporting private sector development to enhance sustainability.

- 6) **There is limited capacity of LSUs to maintain and manage an expanded supply of workers.** The countries that supply the most workers to both the SWP and RSE are those that have a substantive private sector model. This tends to be in sending countries where strong relationships have developed between sending country communities and Australian employers. The program must continue to focus on supporting the private sector to enhance sustainability.
- 7) **The limitations of current labour mobility data** and the impact of this upon informed decision-making for all stakeholders (sending countries, DoE/SWP and DFAT/LMAP) was under-estimated. Furthermore, sending countries have a clear idea of what they want from their databases, which means an understanding of each sending country's value proposition is central to their adoption, ongoing use and maintenance of the database.
- 8) **There is very limited IT technical capacity and capability in the majority of sending countries.** This includes hardware, software and connectivity, as well as the capability of most LSUs in data entry and management. Any agreed direction for the EMIS must recognise this limited capacity and ensure that any database solution is fit-for-purpose within this context. The final ownership and management of these databases is still to be determined.

2.8 Review of the MERI system

The LMAP monitoring and evaluation, reporting and improvement (MERI) framework has evolved since the program design and implementation framework was developed. The M&E plan prepared in late 2015 remains the guiding document. However, due to expected data sources not being readily available, the LMAP team have workshopped alternative ways of collecting information. This has included the use of monitoring visit reporting templates to collect qualitative data; data collection as key activities within pilot activities; and extending the research agenda¹⁴. LMAP have also been working with LSUs to cleanse existing data and progress interim Excel-based database solutions to improve data quality, and taking time to triangulate information from a range of (fragmented and poor quality) sources of data to derive a more accurate picture.

The results framework from the M&E plan has been updated to the end of June 2016 and immediate M&E activities planned for June to December 2016 (see Annex 3).

2.9 Improving LMAP performance

LMAP has continued to draw on lessons learnt from implementation experience, as well as an improved understanding of procedural, institutional and eco-political drivers influencing implementation. In response, changes have been made to improve program implementation, including:

- Recruitment of two additional Capacity Building Advisers allowing each sending country to be supported by one of the three Capacity Building Advisers
- Development of a marketing activity approach and implementation plan, supported by two marketing advisers (full-time)
- The addition of the LMAP working group to provide technical support to the LMAP steering committee
- Through DoE, engagement with approved employers to better understand their needs

¹⁴ The research program has been constrained by the slow implementation of the World Bank SWP impact surveys in Tonga and Vanuatu, and productivity studies in Australia. LMAP will proceed without appropriate baseline parameters for assessing LMAP (and SWP) performance.

- Development of closer links with the New Zealand RSE and SPP activities to reduce duplication and to gain from their more advanced implementation.

2.10 Improving governance, policy and regulatory aspects of the program

In the following section the LMAP team draws on their insights into the broader enabling environment and factors either bolstering or limiting success of the SWP, as workshoped during LMAP's annual evaluation and reflection process. LMAP is sharing these insights and recommending the pursuit of governance and policy changes (some within the remit of the SWP and some requiring broader engagement), for consideration at the upcoming steering committee and policy committee meetings.

2.10.1 Coordinated Annual Planning

In order to improve the coordination of LMAP on both sides of the Australian border, the steering committee should give consideration to a co-ordinated annual planning process. Currently, the only plan presented is that provided by LMAP. The following recommendation is provided to the steering committee for consideration by Whole of Government stakeholders:

- to institute a process to align both the annual plan for the program implemented by DoE in Australia, with the various annual plans for the Pacific (LMAP's Annual Plan is aligned to sending country annual plans).

2.10.2 Balancing increased supply with increased demand

The LMAP team has a substantive program of activities in place to address the quality and quantity of seasonal worker supply. Industry associations have indicated to LMAP that they seek immediate support to promote the program to their members (e.g. the Victoria Farmers Federation). The issue of the demand side constraints in Australia now needs focused action, which may be through extension programs or other such DoE-led initiatives.

2.10.3 Improving sending country compliance

Compliance in the sending countries is being addressed by LMAP through improved selection processes that identify better suited workers (in terms of physicality and attitude) and are conducted with improved openness and transparency; and comprehensive pre-departure trainings and briefings that provide detailed information around the compliance requirements of workers. The following recommendation is provided to the steering committee for consideration and presentation to the Policy Committee in order to address compliance in sending countries:

- LMAP takes forward an arbitration process with sending countries to address compliance, or allegations of corruption raised against LSUs by stakeholders. The arbitration process maps out actions to be undertaken by LSUs to ensure compliance and transparency with agreed penalties if these are not met within specified time and conditions.

2.11 Program expenditure 2015 - 16

Expenditure to date is 17 percent of the current LMAP contract limit. This underspend arose because of the planning, designing and scheduling process that was required to be undertaken in year one by the LMAP team, compounded by the limited full-time resources during the first eight months of the program. However, the up-front investment in start-up and scoping activities, and the need for frequent travel to undertake capacity assessments and develop relationships with the LSUs has positioned LMAP strongly to advance activity implementation. This will be rectified over time with the escalation in activity implementation and is reflected in the LMAP Annual Plan (2016 - 17) and specifically the annual budget.

Program expenditure for the 2015 - 16 financial year, total expenditure since LMAP inception and the limits, as set out in the Services Order and subsequent Deeds of Amendment One and Two, are provided in Table 5.

Table 5: LMAP Expenditure to date and total budget

	Expenditure 2015 - 16	Expenditure to Date	Head Contract Limit ¹	Balance Remaining
Long Term Adviser Costs	366,970	366,970	912,791	545,821
Short Term Adviser Costs	54,326	54,326	118,720	64,394
Long Term Locally Engaged Office Support Personnel Costs	84,143	84,143	185,450	101,307
Adviser Support Costs	202,885	202,885	770,000	567,115
Operational Costs	49,793	49,793	200,000	150,207
Technical Assistance & Training (unallocated STA)	12,283	12,283	364,000.00	351,717
Program Activity Costs	29,217	29,217.00	1,843,381	1,814,164
Pilot Program Costs	24,018	24,018	650,000	625,982
Research & Learning	11,946	11,946.00	750,000	738,054
Total Activity Costs	77,464	77,464	3,607,381	3,529,917
Project Management Fee	214,357	234,512	578,234	343,722
TOTAL	1,049,939	1,070,094	6,372,576	5,302,482

Note: 1 Including updates in Amendment 2

3 LMAP 2016 - 17 Annual Plan

Since completion of the first LMAP Annual Plan, comprehensive multi-year Country Plans have been developed with the LSUs in eight countries and approved by the LMAP steering committee, subject to integrating the final feedback from DoE, which is close to finalisation. The remaining Country Plans (Nauru and Tuvalu) will be submitted to the steering committee meeting in August for approval.

The Country Plans and associated budgets are living documents and have been reviewed and updated in consultation with the LSUs and DFAT through follow-up visits¹⁵. With each reiteration, further details have been determined for the listed anticipated activities for 2016 - 17. A summary of the key activities for each country is provided in the following sections. The more detailed country activity plans, are provided in Annex 4, with supporting budget and implementation schedules for Timor-Leste included as an example.

3.1 Regional / multi-country activities

LMAP involves several activities to be undertaken on a regional or multi-country basis. This enables LMAP to capitalise on economies of scale and share expertise and resources across countries. In some instances, individual country support will be provided to tailor the materials and processes to the specific country context. Examples include:

- Final development and ongoing rollout of a package of materials and approach for a comprehensive pre-departure preparation and briefing process. This is being adapted on a country-by-country basis to reflect country specific context and needs. It is also supported by training the trainer processes. The package covers the pre-departure briefing requirements of DoE, who have participated in the development and rollout processes in the initial countries.
- Development of a package of materials (i.e. survey, reintegration workshop, etc.) and approach for a re-integration briefing process. Again, this will be adapted on a country-by-country basis, and training the trainer sessions provided where required.
- Contracting technical assistance for development of an overall strategy to market seasonal workers in Australia. Strategies will be developed in collaboration with the sending country governments, tailored to meet the different needs and priorities of each SWP country, with an action plan that considers the capacity of each sending country to resource and implement.
- Appointment of a film production consultancy to develop four video presentations for use in pre-departure briefing showing the working experiences ('day in the life') in several of the main enterprises in which SWP workers are employed. These will be piloted and finalised ready for use in the first half of the financial year.
- Development of libraries of good news stories demonstrating positive SWP outcomes for marketing in-country to both encourage governments to invest in the SWP (once they see the benefits) and appeal to potential participants, as well as to share with approved employers to show how their support has had an impact in seasonal worker communities.
- Completion of a needs assessment and preparation of a scope of services for development of the proposed EMIS. This will be followed by development and implementation of the proposed EMIS. A target of having at least three LSUs online by June 2017 has been set. This work will link with the current DoE SWP databases and align with the RSE databases being installed in LSUs to support RSE recruitment.

¹⁵ Only three follow-up visits remain - Samoa, Solomon Islands and Tuvalu – to take place in July/August

- Development of interim database solutions in Timor-Leste and Fiji in response to the urgent need to manage information on seasonal worker recruitment. These interim solutions will be compatible with the future EMIS development. A priority outcome of these interim solutions will be implementation of a module that can generate subclass 416 visa applications from data held in the MIS to improve LSU efficiency and effectiveness.
- Provision of short term assistance as required by LSUs to make their current Excel-based recording systems work more effectively. This support will be designed to complement any future development of the EMIS.
- Country specific research activities on use of remittances, and the development impact of income and experience from seasonal work. As part of these activities, work will commence on implementing SMS-based push polling tools to provide ongoing feedback from seasonal workers when they return to their communities and also while they are in Australia.
- Provision of support for targeted field trips by sending country liaison officers based in Australia, for countries which have liaison officers, or the responsible high commission staff for those who do not. These trips will be to address worker pastoral care issues, general liaison with approved employers, or to support the marketing of a country's workers to current or potential employers.
- Facilitation of LSU capacity building workshops on compliance with Australian laws and visa regulations, with contributions from the DoE, DFAT, DIBP, the Australian Federal Police and other relevant Australian agencies. Fiji is a likely workshop location for the majority of Pacific Island countries and may be supplemented with a second workshop in a location to be determined for those countries in the Western Pacific.

3.2 Country-specific activities

3.2.1 Fiji Snapshot

SWP Summary for 2012-16¹	Employers	4	Workers	Total	Female	In Work Ready Pool	400
				160	39		
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> • Improve recruitment, preparation and mobilisation processes to address issues identified in the internal Government of Fiji review • Support staff with the development of a Fiji marketing program to increase demand • Facilitate needed changes to the NEC database to support participation in the SWP, including adding a visa application preparation module to reduce NEC staff inputs and to improve accuracy • Develop and implement a pilot reintegration workshop for returning workers. 						

Note: 1. To end of June 2016

Fiji is the most recent country to join the SWP in April 2015 and signed an MOU with the Australian Government in February 2016 to support the uncapping of worker numbers. Fiji had good numbers of workers engaging in the SWP initially, but this start has been offset by negative press on reports of Fijian workers being mistreated. Approved employers have moved away from using Fijian workers, because of the high risk of associated media coverage, coupled with questions about the process through which the workers were selected. The Government of Fiji is committed to maximising SWP participation and is addressing issues reported by seasonal workers and is ensuring the National Employment Centre (NEC) reviews and makes adjustments to their recruitment processes.

LMAP's support to Fiji over the next year will focus on improving worker quality through increasing the capacity of NEC staff to improve the efficiency and effectiveness of recruitment, preparation and

mobilisation processes, and to increase demand for Fiji workers in Australia. Demand will be increased via targeted marketing to Australian employers and industry groups.

Inclusion

Fiji’s LSU has a goal of inclusivity, which was reflected in the last cohort workers who went to Australia, of which 50% were women. The participation of women early in the SWP will provide case studies and role models to encourage other women to apply. LMAP will:

- Work with the LSU to identify how the stories from women participants can be used to encourage more women to apply in the future
- Through the re-integration pilot, capture data on the development impacts on women, either as SWP participants, or as members of families who have benefited from the SWP.

Risks

- The major risk is the reputational risk due to the issues with the recent cohort of workers. This is being addressed by the NEC.

M&E and research

- Fiji has developed its own comprehensive labour database/MIS. LMAP will provide support to add value to the MIS including adding a module to generate completed subclass 416 visa application and capture information to address the development outcomes of LMAP.

3.2.2 Kiribati Snapshot

SWP Summary 2012-16	Employers	2	Workers	Total	79	Female	10	In Work Ready Pool	250
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> Literature review on foreign labour markets and subsequent National Career Counselling and Employment Centre (NCCEC) and Employment Unit workshop on engaging with foreign labour markets Targeted marketing to Australian employers and industry groups Implement an Australian Employers 'Kiribati Uncovered' Showcase visit to Kiribati Consolidate a consistent approach to recruitment and preparation of workers Implement a seasonal worker database to assist Employment unit staff Develop and implement a pilot reintegration workshop for returning workers 								

Kiribati faces a number of significant social and economic challenges that make labour mobility critical to the future of the country. With rapid population growth, the anticipated impact of climate change and extremely limited domestic economic opportunities, Kiribati is reliant for its future development on labour mobility and the ensuing remittances. Kiribati has been sending seasonal workers to New Zealand since 2008 and Australia since 2010. However, numbers have remained relatively small. LMAP’s key focus of support to Kiribati will be on strategies to increase demand for I-Kiribati workers in Australia, based on targeted marketing to Australian employers and industry groups as well as enhancing worker quality through improving the efficiency and effectiveness of recruitment, preparation and mobilisation processes.

The NCCEC and an Overseas Employment Unit responsible for SWP activities have recently been created. LMAP is working with the Kiribati Institute of Technology to ensure DoE requirements are reflected in their pre-departure briefing. The Institute undertakes the briefings supported by the DFAT bilateral program, which also supports the SWP activities and Northern Australia Microstates Initiative.

The ongoing focus will be to increase the capacity of the staff of the NCCEC and Overseas Employment Unit, provide support in implementing a marketing strategy to increase demand and ensure the support provided by Australia and New Zealand is coordinated to minimise the risk of duplication.

Inclusion

A study of the development impacts of the Pacific Seasonal Worker Pilot in Kiribati¹⁶ found that there were no cultural constraints to the participation of women. Women in Kiribati are typically better educated than men, and participate at almost equal rates in paid employment, including senior government positions. LMAP will:

- Ensure that i-Kiribati women's aptitude for work requiring dexterity, including picking berries and working in packing sheds, is clearly articulated in marketing materials
- Ensure that the potential for the inclusion of women is clear in selection criteria provided to island councils and pre-selection committees
- Commence design of activities relating to disability inclusion based on recommendations from CBM and discussions with Disability People's Organisation, who are leading the design and implementation of the pilot program in Vanuatu on inclusion of People with Disabilities.

Risks

- The additional worker travel costs to Australia (and within Kiribati). DFAT have sought a solution involving giving these workers an additional 3 months. However, this has led to other complications, such as a requirement for chest x-ray and the visa conditions requiring a return stay for 6 months in Kiribati. This impacts how quickly someone can return and impacts the circular nature of the Program. DFAT and DIBP are discussing regulation changes to allow a 3 month return stay.
- The number of Australian approved employers engaging I-Kiribati workers has not increased. Kiribati is a priority country under the marketing activity design. Kiribati will also benefit from the Northern Australia White Paper recommendations.

M&E and Research

- Kiribati has requested assistance to develop an integrated labour migration database, ideally including both SWP and RSE workers.
- A priority activity is to capture earlier experience through a literature review on foreign labour markets contributing to the NCCEC and Employment Unit workshop on engaging with foreign labour markets.

¹⁶ Gibson and McKenzie, Australia's Pacific Seasonal Worker Pilot Scheme: Development Impacts in the first two years' (Abstract), John Gibson, University of Waikato, World Bank (2013)

3.2.3 Nauru Snapshot

SWP Summary 2012-16	Employers	2	Workers	Total	Female	In Work Ready Pool	N/A
				27	6		
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> • Develop and implement a marketing strategy to create demand for Nauruan workers • Implement new recruitment, preparation and mobilisation processes • Implement a database for the management and reporting of seasonal work data 						

Nauru has been a participant in the SWP since 2012, but has struggled to develop demand for its workers, in part because of an inability to provide a supply of motivated and productive workers. Furthermore, a close to full employment and relatively high GDP per capita in Nauru mean that there is little incentive for people to work off-shore. This has been hampered by low capacity in the LSU providing well selected workers. Nauru currently has no workers in Australia, and none anticipated to go in the foreseeable future.

The Government of Nauru is committed to continuing Nauru's involvement in the SWP, to provide employment options to reduce the economic impacts of the possible future closure of the Regional Processing Centre and remaining phosphate operations in the country.

The LMAP team has undertaken two visits to Nauru, focusing on the design of processes for the attraction, selection and preparation of workers for Australia. A draft process has been developed in consultation with the Seasonal Worker Coordinator, but not as yet implemented, given the need to take stock following challenges with the recent deployment to Australia. LMAP anticipates re-engaging with Nauru in the second quarter of FY 16/17 to support implementation of the new processes.

Inclusion

Given the challenges facing Nauru for even minimal participation in the SWP, approaches to inclusion will be "soft touch", integrated into the program elements described above.

Risks

- Nauru faces challenges developing a cohort of reliable SWP workers as a result of the high employment and relatively high GDP per capita in the country, and resultant lack of interest in participating in the SWP.
- LMAP will work with the LSU to support improved selection processes
- The reliance on a single staff member within the Ministry of Trade to manage the SWP and RSE implementation processes leaves the program exposed. LMAP has strongly advocated to decision-makers within the Ministry for the addition of a staff member, at least at times of peak work, and will ensure that additional staff are included in any LMAP training.

3.2.4 Papua New Guinea Snapshot

SWP Summary 2012-16	Employers	2	Workers	Total	Female	In Work Ready Pool	2,400
				125	25		
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> Develop and implement a tailored marketing program to increase demand for workers including women from PNG Implement a pre-departure briefing pilot activity including pre-departure training Develop private and public sector partnerships to support re-integration of workers after assignments Implement a pilot program involving PNG women in agriculture 						

Over the past 12 months, the Government of PNG has streamlined organisational arrangements, in response to SWP implementation needs. The supply and preparation of seasonal workers is now managed by the Seasonal Worker Coordination Office (SWCO), which sits within the National Employment Division (NED) of the Department of Labour and Industrial Relations (DLIR). The updated PNG Country Activity Plan has been approved by the NED.

Increasing the demand from approved employers for Papua New Guinean seasonal workers is a top priority for the NED. Past work with the International Labour Organization resulted in the *Marketing and Communication Strategy* for the SWP (2014), which LMAP will support over the next 12 months.

Increasing the quality of labour supplied to approved employers is also a high priority. To support this, the NED are planning an awareness program for release across four regions in PNG over the coming year. Managing selection and pre-departure preparation will be an important component of increasing labour supply and quality, without stressing the small but efficient SWCO team. Funding and exploring options for delivering pre-departure training will be key for LMAP activities to support this.

A key activity for LMAP in PNG is the development of a pilot project to test strategies aimed at increasing women’s participation in, and flow on benefit from, the SWP. The agriculture/horticulture sector has been identified as having appropriate safeguards and culturally appropriate employment opportunities for PNG women. The pilot design will link with the PNG national network of Women in Agriculture and the Australian equivalent. It will also work through the current SWCO systems and processes, to continue to build capacity.

Inclusion

PNG will be the case study for an activity directly targeting women’s participation in the SWP. This will help LMAP identify the barriers to participation of women, as well as develop strategies and initiatives that enhance the likely positive social and economic impacts. The Women in Agriculture pilot will specifically provide the SWCO with guidelines for more inclusive recruitment and employment processes to support increased numbers.

Risks

- That PNG is not re-established as a reliable supplier of seasonal labour, that selection processes are not transparent and pre-departure briefings are not fit-for-purpose. LMAP will strengthen capacity to select and prepare workers for Australia. In-country marketing will target those more suitable for participation in the program.
- Not finding suitable employers for the Women in Agriculture pilot or identifying and linking PNG women experienced in the agriculture with those approved employers who nominate to be involved in the pilot. LMAP will engage with DoE and the Women in Agriculture networks to identify both suitable employers and workers.

M&E and Research

- A priority is to assess the current SWCO database capacity including the system installed under the RSE and provide appropriate technical support and training in its use.
- The tracer study on remittances being undertaken by the National Research Institute will be a pilot activity for similar activities in other SWP countries.

3.2.5 Samoa Snapshot

SWP Summary 2012-16	Employers	44	Workers	Total	Female	In Work Ready Pool	5,000
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> • Review the process for the recruitment, preparation and mobilisation of Samoan workers • Develop and implement a marketing strategy to increase demand for Samoan workers • Develop and implement strategies to increase the participation of women 						

The Government of Samoa recognises the critical role that seasonal work and associated skills and remittances play in the economy and future development of the country. Samoa has been active in labour migration since the start of the New Zealand RSE program, to which it contributes around 16% of the total RSE seasonal workers. Samoa joined the SWP when it started in 2012, and saw steady growth in numbers over the first three years, albeit at around one tenth of the participation of their Tongan neighbours. However, in 2016 the numbers going to Australia dropped significantly to 140, compared with over 1,200 travelling to New Zealand for work. Furthermore, only 2.5 percent of Samoan SWP participants are women.

The main priority for the government with respect to the SWP is to increase demand for Samoan workers. The recruitment method is thought to be one barrier. Under the RSE in Samoa, New Zealand employers mainly source workers through direct recruitment using their representatives or agents. This differs from the SWP, which relies on the government-managed work ready pool. The Government favours SWP recruitment through the work ready pool, but is flexible to potential employers themselves identifying possible workers, who would then be included in the work ready pool before entering the mobilisation processes. Further discussion on the pros and cons of the different recruitment models for making Samoa more attractive as a source of labour for Australian employers will be investigated.

Inclusion

- Gender is a particularly concerning issue for Samoa, given the extremely small number of women participating in the SWP. During the August 2016 visit, meetings were held with both Women in Business Development - Samoa, and with the Ministry of Women, Community and Social Development to develop strategies to increase the participation of women and to minimise any potential harm they may suffer as a result of them or a close family member participating in the SWP.
- The Disability Unit within the Ministry of Women, Community and Social Development will be a key stakeholder in discussion around Disability Inclusion in Samoa. Nuana o le Alofa, Samoa's Disabled Person's Organisation will also be a valuable partner in determining an appropriate strategy for ensuring that people with a disability gain access to the benefits of the SWP and do not suffer harm as a result.
- Increased participation will be encouraged from the second island, Savai'i.

Risks

- Government of Samoa is not flexible to private sector recruitment methods. Government of Samoa favours the work ready pool. However, experience from New Zealand illustrates the potential benefits of relying more heavily on direct recruitment. LMAP will support a benefit analysis in this area.

M&E and Research

- A priority is to assess the current LSU database capacity including the system installed under the RSE.
- The Poutasi Development Foundation in Samoa has one of the most successful records in development impact through the use of remittances, predominantly via the RSE. LMAP will look at Poutasi as a case study and examine how the initiative can be adapted to other SWP countries.

3.2.6 Solomon Islands Snapshot

SWP Summary 2012-16	Employers	4	Workers	Total	Female	In Work Ready Pool	200
				133	23		
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> • Develop and implement a marketing strategy to increase demand for Solomon Island workers, including development of new media material • Support outsourcing of the management of the work ready pool • Design and implement robust processes for selection, preparation and mobilisation of workers in the new out-sourced work ready pool 						

Solomon Islands has not managed to develop a strong foothold in the SWP, and the number of participating Solomon Islander workers has remained low. A new approved employer with strong links to the Solomon Islands has engaged a number of Solomon Island workers over recent months, which may provide the impetus for growth in their participation in the program in the coming 12 months. However, this will depend on the LSU providing well selected and well prepared workers. This has been hampered by low capacity in the LSU and workers being sent who may not have met the expectations of Australian employers.

The Government of Solomon Islands would like to see a significant increase in the number of Solomon Islanders participating in the SWP. The aim is to "kick start" the involvement of the Solomon Islands in the SWP and build a reputation for the provision of reliable, productive workers. An interim arrangement to support this will be outsourcing the management of the work ready pool (including the process for selection, mobilisation and preparation of workers), funded for two years by the DFAT's bilateral program in Solomon Islands. For LMAP, there will be a strong focus on sustainability and building the capacity of the LSU to continue the SWP processes after the end of the funding period.

LMAP recently contracted Australian Volunteers International to run abridged pre-departure briefing programs for two cohorts of workers about to depart to Australia, using the generic pre-departure briefing materials developed by LMAP. This package of pre-departure briefing materials proved successful and can be used as a basis to support the outsourced in-country trainings.

Inclusion

Inclusion strategies are a priority in the terms of reference for outsourcing the management of the work ready pool, and will be mainstreamed throughout the processes for selection and preparation of workers.

- A priority will be to identify networks to tap into, to increase the participation of women and minimise the potential risks.

- LMAP met with the NGO, People with a Disability Solomon Islands (PWDSI), on their first visit to Honiara. Disability inclusion will begin with the updating of information collected from applicants and seasonal workers, to identify the extent to which the SWP interacts with people with a disability, their families and communities. The next step is to re-engage with PWDSI and develop strategies to ensure that people with a disability benefit from and are not disadvantaged by the SWP activities.
- More detailed information on the birth and current residence communities of potential workers will be included in work ready pool data and selection processes to inform selection strategies that draw in people with disabilities.

Risks

- The most significant risk to the program in the Solomon Islands is the performance of the current LSU and time needed to outsource the management of the work ready pool on an interim basis. LMAP will continue to support DFAT Post to move forward with the outsourcing of the LSU support.
- Until the new work ready pool contractor is selected and starts implementing SWP / LMAP operating processes, SWP worker performance may be reduced due to poor selection processes and inadequate preparation of workers before they leave for Australia.

M&E and research

- A priority is to put in place an interim LMAP aligned database for the new Work Ready Pool contractor.

3.2.7 Timor-Leste Snapshot

SWP Summary 2012-16	Employers	2	Workers	Total	Female	In Work Ready Pool	2,400
				487	113		
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> Support the screening of the recent 2,300 applicants to join the work ready pool Continue to support and monitor delivery of a robust pre-departure briefing process Work with in-country partners to develop strategies for pipelines for future work ready workers, and for pathways to support workers returning to Timor-Leste Implement an interim database as a precursor to the LMAP EMIS. 						

Timor-Leste is now the third largest provider of seasonal workers to Australia. Timor-Leste has established a competitive advantage in the accommodation sector, including developing a strong relationship with Cable Beach Resort at Broome in North Western Australia which provides an excellent model for recruiting and training seasonal workers in the sector. Timor-Leste is the main country providing seasonal workers in the accommodation sector, and has a higher proportion of participating women.

The Government of Timor-Leste wants to steadily increase the number of participants in both agriculture and hospitality, drawing on the country's comparative advantages including their close proximity to the Northern Territory, strong diaspora in Australia, and the current early starter foothold in the hospitality sector. Their immediate priority is to improve the transparency and objectivity of their screening and selection processes so they meet the needs of Australian employers. A new pre-departure briefing program was recently piloted in Timor-Leste, and is now being delivered by the LSU whose staff have recently completed a pre-departure briefing training the trainer session.

The LMAP team is supported in Timor-Leste by the DFAT-funded Workforce Development Program (WDPTL), managed by Palladium, which includes in its design a component focused on the SWP.

Palladium have an in-country office in Timor, and a full time locally engaged staff member who is working with the LSU predominantly on SWP related issues. Marketing activities for workers in Australia will be greatly assisted when the Northern Territory Government recruits the planned resource to develop opportunities for Timorese workers in the Northern Territory¹⁷.

Inclusion issues

- LMAP will work with the DFAT First Secretary Gender and Quality to identify appropriate networks to partner with to increase the participation of and minimising the potential risks to women.
- Disability inclusion will begin by updating the information collected from work ready pool applicants and seasonal workers, to identify the extent to which the SWP interacts with people with a disability, their families and communities. To establish a baseline, at interview as part of the selection process, which has solicited 2,300 applications, the LSU will test use of the Washington Group survey¹⁸.
- Remoteness inclusion will begin by updating the information collected from work ready pool applicants and seasonal workers, to identify district of birth, as well as district of current residence. LMAP will also work with the LSU to design a process for future recruiting to the work ready pool that focuses on workers from the districts rather than Dili, potentially working with relevant programs with a strong district presence to identify and pre-screen possible seasonal workers.

Risks

- Managing the work ready pool processes so that poorer workers from rural areas have the opportunity to join the Pool. This may also contribute to selected workers being more suited to harder physical work. LMAP will work with the LSU on recruitment and selection processes to safeguard transparency and ensure selection is focused on the districts.

M&E and research

- Timor-Leste is using spreadsheets to manage its work ready pool and SWP worker mobilisation. A priority is to upgrade the SWP database to allow the LSU to manage a larger number of workers retained in the work ready pool, add additional data and analysis fields (such as for the physical testing of applicants) and to generate improved reports. Timor-Leste is not involved in the RSE. As such, a database can be developed to best suit the needs of the LSU and LMAP.
- The research activities will be developed from the initial tracer studies in PNG and Tonga¹⁹.

¹⁷ The Northern Territory Government is planning to appoint a person for 12 months to market Timor-Leste workers to Northern Territory employers, and continue to build on existing strong ties.

¹⁸ The Washington Group Survey is an internationally comparable short set of disability questions to identify people with functional limitations along a disability spectrum.

¹⁹ Palladium have just advised that the Government of Timor-Leste plans to implement a remittances study covering remittances from workers in Europe, South Korea and Australia. LMAP wants to ensure that the methodology used does not compromise any future remittance studies planned by LMAP.

3.2.8 Tonga Snapshot

SWP Summary 2012-16	Employers	37	Workers	Total	Female	In Work Ready Pool	5,990
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> • Tracer Study on current worker issues in Australia • Developing marketing approach and activities to break into new sectors and markets • Establish pre-departure training to service high volumes of training • Returning team leader conference to foster leader capacity • Fund liaison staff worker monitoring and pastoral care activities • Undertake needs analysis for reintegration of returning workers including their families • Remittance research 						

Tonga has a strong history of labour mobility and remittance, and has readily embraced SWP participation. Tonga is the biggest provider of SWP workers and a high proportion of workers return each year.

The Ministry of Internal Affairs has nominated increased pastoral support to SWP Tongan seasonal workers as a high priority. Strong support mechanisms in Australia, such as employment of liaison officers, are viewed as important elements to increasing the reliable supply of seasonal workers for the Program, as well as reduce the number of working visa breaches.

LMAP has commenced **Component Four** support activities, with improvements to data recording and management completed in time for the Ministry of Internal Affairs to include the 2016 labour mobility data in their annual plan.

Inclusion

- Gender inclusion will begin by working with the Ministry of Internal Affairs' gender department to understand the barriers of participation for Tonga women, and identify opportunities for improved inclusion in SWP.
- Disability inclusion will start to be addressed by including relevant information from applicants and seasonal workers, to allow assessment of the extent to which SWP interacts with people with a disability, their families and communities.
- Similarly, remoteness inclusion will be addressed by including more specific information in the LSU databases from applicants and seasonal workers to record the place of birth and current residential address of applicants and SWP workers.

Risks

- Tonga SWP activities are vulnerable to reputational risk due to the issues Tongan workers have been experiencing in Australia which have led to breaches of visa conditions.
- Tonga is the major supplier of horticultural workers to the SWP. Diversification to other sectors may be needed to lift the SWP number of workers.

M&E and research

- Tonga is using a comprehensive set of spreadsheets to manage SWP processes. The LSU plans to upgrade these to a database system, particularly to facilitate generating required reports. LMAP is working closely with the LSU to enhance the quality of data.

- The priority study will focus on issues contributing to SWP workers absconding while in Australia (breaching visa conditions) and approaches to reducing the number of absconders.

3.2.9 Tuvalu Snapshot

SWP Summary 2012-16	Employers	1	Workers	Total	Female	In Work Ready Pool	840
				31	13		
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> • Develop and implement a tailored marketing program to increase demand for workers from Tuvalu • Update pre-departure training content, and support continuation of village based training • Undertake a more detailed capacity building needs analysis of the LSU and start priority activities • Identify reintegration and training needs of returning workers and opportunities to link with existing programs 						

Tuvalu has done considerable work since joining the SWP in 2013 in establishing policies, organisational structures and human capacity to participate in the SWP. A labour sending unit has been established within in the Ministry of Foreign Affairs, Trade, Tourism, Environment and Labour, which has managed a steady supply of seasonal workers to the RSE scheme since 2007, and tested the SWP labour market in 2013/14 by sending a small group of workers.

The Government of Tuvalu has indicated that a top priority for the Labour Office is increasing the demand from approved employers for Tuvaluan seasonal workers. Tuvalu is a priority country for the roll-out of marketing capacity support. A key requirement of the Tuvalu labour mobility legislation is that approved employers provide suitable level of pastoral care for Tuvaluan seasonal workers.

Inclusion

No target activities planned in the next 12 months beyond ensuring that inclusion is mainstreamed across all activities. The new Microstates program will provide a broader range of work opportunities to suit women in addition to men.

Risks

- Tuvalu is starting from a low number of workers sent to few approved employers. A strategy of the marketing approach will be to develop links with new approved employers.
- The high worker travel costs to Australia is a deterrence.
- Social and family issues from workers taking up the longer 2-3 year Microstate work visas.
- The number of Australian approved employers engaging Tuvaluan workers does not increase.

M&E and research

- Development of the database is a lower priority, partly due to the much lower number of workers.
- LMAP will undertake tracer studies to identify the short term positive impacts of the SWP. The research will investigate the context and mechanisms that influenced individual outcomes, which will then be used to predict similar results for future seasonal workers.

3.2.10 Vanuatu Snapshot

SWP Summary 2012-16	Employers	29	Workers	Total 2,096	F 346	In Work Ready Pool	124
LMAP activities planned in 2016/17	<ul style="list-style-type: none"> • Revise and develop new marketing materials and facilitate linkages between the Employment Services Unit and agents with current and potential approved employers • Assess opportunities to work with diaspora in Australia • Work with local employers with links to possible new approved employers • Review and implement an improved pre-departure briefing process and train the LSU in its delivery • Improve the management and quality of deployment information • SWP awareness program including a 'Road Show' to islands with low SWP participation • Pilot work readiness training workshops in the outer islands • Implement pilot disability inclusion activity with Employment Services Unit and agents 						

Vanuatu has developed a strong reputation in relation to seasonal labour migration in the Pacific. It is the largest provider of seasonal workers to New Zealand, and the second largest to Australia. This has largely been achieved through the provision of workers that have met the needs of employers, and strong relationships between employers and the licensed agents and employer representatives.

An Employment Services Unit (ESU) established in the Vanuatu Department of Labour within the Ministry of Internal Affairs manages migrant labour activities. Recruitment is largely through licensed agents and employer representatives, with oversight from the ESU except in the accommodation sector where recruitment is managed by the ESU and is a high priority.

Many approved employers request the same workers to return each season, reducing the opportunity for new workers to be included in the SWP. To improve the accessibility to the SWP employment, it will be important for Vanuatu to introduce a targeted marketing approach to increase the number of approved employers requesting Ni-Vanuatu workers.

To support the growth of the ni-Vanuatu workers participating in the SWP the Vanuatu government is exploring the investment in accommodation within Australia to support their workers. In addition, the Vanuatu Government is investigating implementing a trust fund to support workers upon their return to Vanuatu. The understanding at this stage is that workers will contribute to the Trust before mobilising to Australia, then on return, the money is allocated to their community towards small-scale development projects. Two task forces are assessing these options.

Inclusion

- To date, approximately 18% of ni-Vanuatu participants in the SWP have been women. LMAP will support approaches to encourage the participation of women through marketing to Australia and in the selection of workers using the experience of the PNG women in agriculture pilot activity.
- A pilot activity to facilitate and support disability inclusion will be undertaken with CBM, who will work with local resources including the DFAT-supported technical and vocational education and training (TVET) project. Support will be provided to the ESU and licensed agents so that the disability inclusions are mainstreamed within the recruitment, mobilisation and pastoral care processes for the workers' families in the community.

Risks

- Regulatory and policy changes required to improve the compliance of the private sector do not eventuate, resulting in workers still being at risk of exploitation from private agents extorting money during selection stages. For this reason, private agents will be included in LMAP capacity building activities. Through research activities, any information coming to light will be passed to both Vanuatu Government and DoE.
- The difficulty of developing a well-managed and cohesive approach for a mixed private / public sector model with a significant number of licensed agents and other employer representatives. LMAP will provide materials and training to both ESU staff and agents / representatives, and support the ESU in developing and implementing sound processes for the oversight of and continued engagement with agents / representatives.
- The numbers of islands and communities targeted for recruitment may be constrained. Planned activities are designed to widen the recruiting pool.

M&E and research

- Development of a labour migration database is more complex in Vanuatu because of the leading role agents and representatives have in the labour recruitment and mobilisation process. RSE/SPP has installed a cloud-based system. Further research is needed to ensure an integrated approach to managing and maintaining an integrated database.
- The planned Vanuatu returned seasonal worker tracer study will focus on the impact of participation in SWP for the seasonal worker and their families. The methodology will be based on the PNG tracer study but adapted to provide a greater focus on workers' families. The results will inform the design of Vanuatu's reintegration program.

Tables 6 and 7 summarise the key activities by component in country.

Table 7: Key Component Activities by Country for 2016 - 17

Comp.	Activities	Detail	Led by:	Oct-15	Nov-15	Dec-15	Jan-16	Feb-16	Mar-16	Apr-16	May-16	Jun-16	Jul-16
1	Workshop existing marketing material / processes with LSU and agency staff	7 countries (not Fiji, Sam, Tonga)	LMAP		■	■	■	■					
1	Implement agreed marketing support activities developed by LSU	All countries	LSU			■	■	■	■	■	■	■	■
1	Australian Industry linkage activities	All countries	LSU / LMAP				■	■	■	■	■	■	■
1	Prepare market development and promotion materials	All SWP countries	LSUs				■	■	●	●	●	●	●
2	Worker deployment system improvement / office processes	All SWP countries	TA				■	■	■	■	■	■	■
2	SWP deployment awareness tour	Kir, PNG, Sol Isls, Vanuatu	LMAP					●					
2	Micro-states mentoring support	For Kiribati, Nauru, Tuvalu	Fiji FNEC					■	■	■	■	■	■
2	Government study tour to support labour mobility policy review	Kiribati	FNEC			●							
2	Learning / mentoring visit to Fiji National Employment centre (FNEC)	Kiribati, Tuvalu	FNEC				●						
2	Vanuatu - Decentralising processes	Pilot program Vanuatu	LMAP, local TA		■	■	■	■	■	■	■	■	■
2	PNG - Women in Agriculture groups	Pilot program PNG	LMAP, local TA		■	■	■	■	■	■	■	■	■
2	PNG - Private sector linkages - accommodation	Pilot program PNG	LMAP, local TA				■	■	■	■	■	■	■
2	Update pre-departure briefing and presentation material	All SWP countries	LMAP		■	■	■	■					
2	Pre-departure presentation training with ToT. Also re-integration	All bar Fiji	LMAP TA			■	■	■	■	■	■	■	■
2	LSU staff development training	All SWP countries	LMAP, local TA		■	■	■	■	■	■	■	■	■
2	In-line support to Kiribati LSU	Kiribati	LMAP, Post		■	■	■	■	■	■	■	■	■
2	Upgrading selection processes	Kir, Nauru, PNG, SI, Tonga	LMAP TA			■	■	■	■				
2	Inputs to WRP processes	Kir, PNG, Samoa, SI	LMAP, local TA			■	■	■	■				
3	Support for LSU liaison resources in Aust. (reimbursed at cost if used)	All SWP countries	LMAP			■	■	■	■	■	■	■	■
3	Fiji - Reintegration and support to establishing SMEs	Pilot activity Fiji	LMAP, local TA, FNEC		■	■	■	■	■	■	■	■	■
3	SI - SWP opportunities for people with disabilities (with PWSDI and disability vocational training centres)	Pilot program Solomon Is.	LMAP, local TA				■	■	■	■	■	■	■
3	Post-input debriefing and reintegration workshop material and presentations	All SWP countries	LMAP		■	■	■	■					
4	LSU office hardware upgrades	As required	LMAP, LSUs			■	■	■	■	■	■	■	■
4	Website / database development	All SWP countries	LMAP	■	■	■	■	■	■	■	■	■	■
4	Annual seasonal work workshop (and Reference Group meeting) - 2nd Q 2016	All SWP countries	LMAP, DoE							●			
4	Support to governance and policy	Kir, PNG, SI, Tuv	LMAP TA			■	■	■	■	■	■	■	■

Code:

- Study tour ●
- Material prepared ■
- Ongoing activity ■
- Pilot activities ■

4 M&E and Learning

The main activities under **Component Four**, which includes M&E, research and learning for program improvement (although some may be funded partly or fully from the country activity budgets) will be:

- Detailed worker productivity study in Australia (to complement World Bank research when completed, and the RSE impact work)
- Study on impact of seasonal labour on employer business development (under DoE remit)
- Preparation of baseline of LSU and country SWP performance for each sending country
- Follow-up studies to current World Bank impact studies
- Pilot study on using SMS polling (responses paid for with top-ups) to secure ongoing updated impact data
- Commencement of preparation for completion impact study combining LSU assessments, community surveys integrated with Australian sourced information on remittances and benefits to employers.

4.1 EMIS development

A study on LMAP (the EMIS) and LSU data needs and current LSU and RSE databases will commence in July 2016. This assessment will take into account of the RSE specific databases currently being put in place by MBIE in PNG, Vanuatu, Samoa, Tonga and Kiribati.

An important element of the EMIS study is to identify 'value propositions' (or database functions or outputs) that will encourage the LSUs to enter accurate, up-to-date information that can also be used as part of the LMAP M&E system²⁰. A challenge will be uploading and maintaining a central database of seasonal work participants (and their families) which meets the confidentiality and security requirements of the sending countries, recognising the connectivity challenges in many of the countries.

Following completion of this scoping study, the agreed proposed solutions will be developed and operationalised with a target go-live timing of 3rd quarter in the 2016 - 17 financial year.

4.2 Research program

A literature review and gap analysis was recently commissioned by LMAP and completed by SSGM. The list of topics proposed by the SSGM study and adapted by the LMAP team is set out in Table 8:

Table 8: Possible research topics identified by SSGM with LMAP

Research Topics or Areas to be Assessed at August 2016 Round Table
1. Issues contributing to SWP workers breaching visa conditions while in Australia and approaches to reducing immigration non-compliance
2. The uses of and development outcomes from SWP worker remittances (financial, material and social)
3. Assessment of the awareness of and access to SWP employment within and between rural sending communities, the social, development and productivity impacts of these differences and approaches to addressing inequalities found.
4. Analysis of the social impacts of long-term participation in seasonal work by individual workers or a returning cohort of workers on the sending communities.

²⁰ Another possible option using commercial visa application and management software is being considered as it may provide a more timely and robust software solution, rather than developing custom software.

Research Topics or Areas to be Assessed at August 2016 Round Table
5. Strengthening pre-departure and reintegration programs, with a particular focus on how these can capture returning workers who would benefit from mentoring, business training or other support mechanisms to improve their chance of development outcomes.
6. An economic and social impact assessment of the use of SWP workers on individual participating businesses, and on the local industry and towns.
7. Studies into how the private sector can assist workers meet their goals. This would include investigation of how new partnerships between workers and employers are supporting development throughout the Pacific region, for example through supporting new businesses and infrastructure projects.
8. Social and economic assessment of district and community level development initiatives linked to SWP (or RSE) participation, including example case studies such as the Poutasi Development Foundation in Samoa.
9. Survey of Australian Industry associations to identify approaches to improving take-up by and outcomes for employers and the SWP workers
10. Profile of opportunities for Component Three (improving development impacts) in each country

The highest priority research topics are 1) and 2). These will build on the work funded by the SPP on RSE remittances by Tongan and ni-Vanuatu workers. More attention will be given to collecting real-time data on remittances sent from Australia during the working period and on the end-uses for remittances in the workers' households and communities. As part of this research, SMS push polling technologies will be developed to provide up to date information on workers' spending patterns after they return to their communities.

To improve the timeliness of addressing high priority and evolving research activities, LMAP will identify a panel of experienced seasonal labour migration research groups and researchers from which one or more can be shortlisted to submit a detailed proposal and costing for the priority studies.

The proposed research program will be put to the reference group for their input during the next meeting in Canberra on 9 and 10 August.

4.3 M&E resources

LMAP is resourced with a part-time M&E Specialist, required to lead all M&E and learning activities, as well as provide advice and guidance on M&E to LSU representatives in ten countries. Due to the number of countries, the Capacity Building Advisers provide some M&E support to LSU staff when in-country. Resource limitations require most M&E and learning activities to be undertaken by contracted researchers or consultants. To oversee the LMAP research agenda, an experienced labour migration research specialist will assist the M&E Specialist to design and assess research proposals and, where requested, review draft study approaches and methodologies and draft reports to ensure LMAP studies meet required standards²¹.

(A budget and plan is contained in Annex 6.)

²¹ Cardno will soon seek approval to re-allocate additional time (34 days) to the M&E Specialist as the overall research program and development of the EMIS requires closer management to ensure realisation of outcomes before the end of the program. This will provide 120 days compared to the remaining 86 days in the current service order for M&E activities in 2016 - 17.

4.4 M&E risks

The major short-term risk to M&E activities are further delays to (or an inability to complete) the development and implementation of an EMIS (possibly linked to an enhanced RSE database) to meet the needs of the Australian Government. Contracting and development of a completely new database system would delay planned monitoring activities by at least six months.

An increasing risk is the ongoing delay in the availability of the World Bank baseline data (even the raw data), which means attribution two years into the program will be based on estimation and conjecture.

5 Risk Management

LMAP's Risk Management Plan is a dynamic management tool. Risks and mitigation strategies are reviewed, updated and reported on a routine basis throughout the course of implementation.

The highest risks to the project i.e. those that score 6 and above are summarised in Table 9. These are the risks of the greatest concern to the LMAP management. Thus LMAP management seeks input from the reference group, and in particular the steering committee, as to the likelihood of the risk mitigation strategies being effective. LMAP's updated risk matrix is provided in Annex 4.

Table 9: Significant risk areas for which LMAP has responsibility – June 2016

Risk Source	Risk Event	Impact on SWP	LMAP Risk mitigation	Residual Risk Level
Improving Demand for Seasonal Workers	Participating countries (LSUs and agents / representative) do not understand Australian employers' requirements and needs and lack capacity to respond to market demands	Reputation of the SWP undermined by a mismatch between employer needs and the workers that are supplied	Schedule and funding for participating country liaison officers to engage with AEs. Conduct training for LSUs on compliance for communication to all participants, thereby building Approved Employer confidence in the LSUs ability to supply quality workers. Better match the selection criteria to Approved Employer needs.	High - 6
Improving the Supply and Quality of Seasonal Workers	Labour sending units are not adequately resourced or have the capacity to implement the SWP	Participating countries not able to guarantee a supply of quality workers on a timely basis. Reduced numbers of workers and lower level of remittances. Poor relationships with employers.	Capacity building of local level resources. Investigation of partnerships with other service providers, more use of third party or other agencies. Strengthen role of the PIC private sectors in recruitment / preparation processes. Provide research that shows the economic benefit of SWP to justify partner government investment on return. Regional LSU Compliance Workshop involving DOE, AFP, and DIBP to build capacity and provide tools in this area.	High - 6
	Partner government systems undermined by dishonest behaviour of official/s (i.e. favouritism in selection or extorting payment for service)	Participating countries do not send the best quality workers, and dishonest behaviour of official/s undermines validity of program	Recruitment and selection processes reviewed to ensure selection principles are adhered to ensure a transparent and merit based selection Capacity building involves fraud and anti-corruption training and working with LSUs on fraud and anti-corruption control plans All cases of dishonest behaviour investigated appropriately (DoE)	Very High - 8
Maximising the Development Impacts of the SWP	Workers cannot remit planned earnings during employment in Australia.	Development impacts decreased and reputation of the SWP compromised	Financial management training in pre-departure, on arrival and post reintegration program is strengthened and includes family members. Situation of workers in Australia monitored through DoE.	High - 6

			<p>Research undertaken on the level of and barriers to remittances achieved through the SWP.</p> <p>Include information on Send Money Pacific in pre-departure briefing.</p>	
	Pilot programs for microstates, on women and the disabled are not able to be scaled up or expanded	Some countries are excluded from participation. Equity and access outcomes from the SWP / LMAP are limited. Disadvantaged groups are not able to receive benefits from the program	<p>Involvement of partner governments, employers and other stakeholders in the design and implementation of pilots.</p> <p>Pilot programs in PNG and Vanuatu commissioned.</p>	High - 7
Improved Policy and Program Outcomes	Monitoring and evaluation systems are ineffective and do not produce relevant information in a timely manner that is evaluative and informs management	<p>Lack of evidence and information for informed decision making.</p> <p>Program activities may not be based on quantified priorities or needs, inefficient use of resources</p>	<p>Comprehensive program wide M&E system developed and implemented including understanding links to program outcomes. Review of needs and alignment with New Zealand commissioned.</p> <p>Capacity building of labour sending units to support more effective M&E by effectively interrogating and using the integrated database and M&E system. Ensure there is a value proposition for LSUs to use and maintain the system.</p> <p>Close collaboration and ongoing consultation with Whole of Government stakeholders to ensure that accurate and reliable data is continually collected. This is still early development.</p> <p>Technical assistance for the design, implementation and analysis of pilots and research studies.</p>	High - 6
	Inability to effectively implement a database operated as a single shared platform across all countries.	Capture of integrated data across the program is compromised	<p>Active exploration of extension of RSE integrated database to include data relevant Australia's objectives, including information systems. Specialist to review suitability of adding LMAP specific data. Interim solution progressed, that can be easily added to single platform database.</p> <p>Ensure that sufficient capacity building is done to ensure the implementation of the database is sustainable. Assess value-propositions to ensure database is used.</p>	Very High - 8
	<p>Databases are not constructed in compliance with government security requirements for Australia and New Zealand and are not built using hosts and proprietary systems that are sustainable.</p> <p>Databases could be illegally accessed and sensitive personal and project information released.</p>	Credibility of the project severely damaged.	<p>Ensure that the databases are hosted on government approved sites and that systems used are proprietary software with appropriate maintenance contracts.</p> <p>Immediately review database systems, hosting and proprietary software used.</p> <p>Ensure that any integrated database constructed complies with Australian and New Zealand government security requirements and that the proprietary software</p>	High - 6

			systems are used and not custom-built systems which are not sustainable and highly costly.	
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There are also significant risks that lie outside the influence of LMAP that significantly impact the success of the program and these are discussed below. They are drawn from Section 2.10: Improving governance, policy and regulatory aspects of the program.

- Coordinating the annual planning of DFAT and DoE for SWP and LMAP. Without a coordinated approach to implementation on both sides of the border effectiveness and efficiency of the program is challenged.
- Balancing increased supply with increased demand. Without an effective extension program to industry in Australia it is not efficient or effective to continue to this drive the supply-side in sending countries
- Improving sending country compliance improves the global credibility of the program.

Do No Harm/Child Protection

LMAP applies both a risk assessment approach, as well as a proactive risk mitigation approach involving proactive identification of opportunities to protect and fulfil children’s rights. As well as using a risk assessment tool across all activities, in the next 12 months LMAP will:

- Seek opportunity for targeted child protection activities in both **Components Two** and **Three**. LMAP will test the appetite for family pre-departure interviews inclusive of children²², to help families think through the consequences for children and work out steps to reduce negative impact
- Continue to raise child protection issues in pre-departure briefings, encouraging parents and carers to consider the implications of seasonal work for children and ensure they are appropriately cared for
- Support a small research activity examining the impacts on children of seasonal labour mobility. Activities within the M&E and ongoing longitudinal data collection have been structured so that data can be available to researchers to assess this impact.

²² This already takes place in some countries.

6 Sustainability

Sustainability of outcomes of LMAP remains a program priority. LMAP is a long-term embedded labour supply chain activity and sustainability considerations spread across the Program and include all agencies and stakeholders. Sustainability is inextricably linked to LMAP governance and also the funding models used to resource governance, implementation and supervision agencies in the SWP countries and Australia.

There are two main risks to sustainability:

- **loss of human resources/knowledge:** LMAP will continue to encourage governments to involve sufficient people in train-the-trainer and other capacity building programs to provide some buffer against the loss of key knowledge when someone resigns. The documentation of core processes in a straightforward manner will also protect against loss of knowledge when people leave their employment. However, the ultimate goal is that selection, recruitment and mobilisation processes will eventually be controlled by the private sector.
- **sending governments funding of SWP management activities:** LMAP is seeking to address this through the collection of data through remittance surveys and tracer studies that demonstrate to sending country governments the value to their country of investing in the SWP (development impacts as a result of money earned and skills developed by seasonal workers). LMAP is also working to identify country-based partners or programs, especially private sector players, who can provide a pipeline of work-ready seasonal workers on a sustainable basis or provide upskilling or training, business development or employment pathways in either hospitality or agriculture for workers when they return. The role of and engagement with the private sector is critical going forward in regards to sustainability.

Indicators for sustainability have been identified in the results measurement frameworks for all LMAP components, and specific questions will be examined through LMAP's research program to assess and learn how to enhance sustainable outcomes of the program.

7 Inclusion

The LMAP Inclusion Strategy addresses ways to increase women's participation, the participation of people with disadvantaged backgrounds and people living with a disability. It also includes activities to ensure access by people living in the Microstates and in geographically remote areas. LMAP will continue to address inclusion through a two-pronged approach:

- **Mainstreaming of gender and disability considerations** (e.g. awareness, participation and accessibility) across the broader range of program and sending country activities as set out in Country Plans, systems and processes.
- **Targeted gender and disability-specific interventions** (e.g. engaging directly with or supporting the reform efforts of organisations that represent the interests of women or people with disabilities). This includes identifying opportunities in individual countries to increase women's participation in the SWP, with associated processes to protect them and their families from harm. Two such programs planned for 2016 - 17 are:
 - × the pilot in PNG focusing on Women in Agriculture
 - × the pilot in Vanuatu focusing on people with a disability. CBM have been engaged as partners to support this pilot and LMAP's approach to disability inclusion more broadly.

A high priority output of the planned LMAP EMIS is that data on inclusion can be readily extracted based on the information inputted as part of the LSUs performing their nominated labour recruitment and mobilisation tasks.

8 LMAP Budget

8.1 2016 - 17 Budget

Table 10 shows the budget for 2016 - 17. The budget has been built from the individual work plans developed for each country. Each budget sits as an annex to these Country Plans (see Annex 5). As can be seen, LMAP's Capacity Building Advisers have substantially increased program activities for 2016 - 17 with an expected spend of AUD\$3,062,567 (for activities). If this is achieved, the program will be \$815,426 underspent at the end of the contracted period on 30 June 2017.

Table 10: LMAP 2016 - 17 Budget *

	Code	Current *Budget	Actual 2014 -15	Actual 2015 - 16	Budget 2016 - 17
Long Term Adviser Costs	LTA	912,791		366,970	494,100
Short Term Adviser Costs	STA	118,720		54,326	89,040
Locally Engaged Office Support	LEP	185,450		84,143	124,170
Adviser Support Costs	ASC	770,000		202,885	316,000
Operational Costs	OPS	200,000		49,793	67,200
Program Activity Costs	ACT	3,607,381	20,155	57,309	3,062,567
TOTAL		5,794,342		815,426	4,153,077

* Excludes management fees which are separately invoiced.

8.2 Three-year rolling plans and budget

Each of the Country Plans has been prepared with a three-year program of activities and budget. These form the basis of the three-year rolling budgets presented in Table 12 and 13. Two options are presented as requested by DFAT.

- Table 13 is as per the original Services Order.** The Services Order allows for a one year extension²³, involving a core team of: team leader (6 month input); one capacity building adviser (6 month input); and the M&E adviser (80 days) and unallocated advisers (80 days), and support team of: program manager (4 months), program accountant (1.5 months) and project support officer (4 months). The reduced input of full-time staff is problematic, as it is highly likely that the long term advisers would not be willing to reduce to a part time input. What may eventuate is a change of core staff in the last year.

Activity costs, as programed for each of the countries, are well above the budget allowed in the original Services. It would equate to a reduction by 70% in 2017/18 and 80% in 2018/19 in comparison to what has been prepared by the Capacity Building Advisers to meet the needs identified with the LSUs in the current round of planning.

Table 11: Option 1: LMAP three-year Rolling Budget as per the original Services Order

	Current *Budget	Actual 2014 - 15	Actual 2015 - 16	Budget 2016 - 17	Projected 2017 - 18	Projected 2018 - 19
Long Term Adviser Costs	912,791		366,970	494,100	192,642	192,642
Short Term Adviser Costs	118,720		54,326	89,040	59,360	59,360
Locally Engaged Office Support	185,450		84,143	124,170	66,186	66,186
Adviser Support Costs	770,000		202,885	316,000	116,000	116,000
Operational Costs	200,000		49,793	67,200	43,700	43,700
Program Activity Costs	3,607,381	20,155	77,464	3,062,567	687,550	566,292
TOTAL	5,794,342		835,581	4,153,077	1,165,438	1,044,180

²³ Clause 2.3 of the Services Order

2. **Table 12 provides a three-year rolling budget at the current staffing level and additional activity budget:** This would require a Deed of Amendment to allow the current core team to work at existing levels - Team Leader and three Capacity Building Advisers (12 months respectively) and M&E specialist for 120 days. Also, the program support team to work at required levels - program manager (8 months), program accountant (6 months) and project support officer (12 months).

This staffing-level allows for delivery of the project activities as planned by the Capacity Building Advisers for each country to deliver the project outputs and outcomes.

Table 12: Option 2 - LMAP three-year Rolling Budget at Current staffing Levels*

	Code	Current *Budget	Actual 2014 - 15	Actual 2015 - 16	Budget 2016 - 17	Projected 2017 - 18	Projected 2018 - 19
Long Term Adviser Costs	LTA	912,791		366,970	494,100	385,284	385,284
Short Term Adviser Costs	STA	118,720		54,326	89,040	118,720	118,720
Locally Engaged Office Support	LEP	185,450		84,143	124,170	163,764	163,764
Adviser Support Costs	ASC	770,000		202,885	316,000	316,000	316,000
Operational Costs	OPS	200,000		49,793	67,200	64,200	64,200
Program Activity Costs	ACT	3,607,381	20,155	77,464	3,062,567	2,271,066	2,795,860
TOTAL		5,794,342		835,581	4,153,077	3,319,034	3,843,827

* Excludes management fees which are separately invoiced.