



Labour Mobility Assistance Program

Gender and Inclusion Strategy and High-level Action Plan

June 2015 to June 2018

www.lmaprogram.org

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Contents

1	Introduction	4
1.1	Policy context for promoting inclusion	4
1.2	Role of LMAP in promoting inclusion principles	6
2	Contextual Analysis of Barriers and Opportunities	8
2.1	Women and their participation in the SWP	8
2.2	Increasing Benefit to People with Disabilities	11
2.3	Increasing participation of poorer households and geographically remote communities	12
3	Existing initiatives promoting inclusion in the SWP.....	15
3.1	Australian Government	15
3.2	New Zealand RSE	16
4	Priorities for LMAP	17
4.1	LMAP's Gender Action Plan.....	17
4.2	LMAP's Disability Inclusion Action Plan.....	20
4.3	LMAP's Rural and Remote (including Microstates) Action Plan	21
5	Risks	23
6	Measuring Results.....	25
	Annex One – Synopsis of Inclusion Activities in approved Country Plans.....	26
	Annex Two – References to Gender/Disability/Child Protection in LMAP documents	30

Key terms

Gender	Socially constructed roles, attributes, values and opportunities associated with being male or female. These will vary between and within cultures and change over time because of social, religious, economic and historic factors.
Gender equality	Equality between women and men, and boys and girls. It concerns equal rights, responsibilities, and opportunities, and that their interests, needs and priorities are treated equally.
Women's empowerment	Women and girls are able to gain the skills, confidence and ability to make choices and decisions about their lives as a result of gender relations (economic, social and power) being transformed.
Disability	An evolving concept that results from the interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others
Disability Inclusion	Promoting the three key principles of participation, non-discrimination and accessibility.
Poorer households	If its income or consumption is lower than a predefined poverty cut-off, which is US\$1 per capita per day.

Acronyms and Abbreviations

DFAT	Department of Foreign Affairs and Trade
DoE	Department of Employment
CBO	Community-based Organisation
EMIS	Evaluative Management Information System
LMAP	Labour Mobility Assistance Program
LSU	Labour Sending Unit
M&E	Monitoring and Evaluation
NGO	Non-government Organisation
RSE	Recognised Seasonal Employer Scheme (New Zealand)
SWP	Seasonal Worker Program

1 Introduction

1.1 Policy context for promoting inclusion

Social inclusion ensures that all members of a community have equal access to opportunities and services such as employment, education and health. Australia's Seasonal Worker Programme (SWP), managed by the Department of Employment (DoE), provides people throughout Timor-Leste and the Pacific with an additional source of employment and on-the-job skills development opportunities. An inclusive approach to the selection and participation of women, people with disabilities and poorer households or remote communities is key to effective development and to fostering shared benefits throughout communities, and for this reason is a priority for the Australian Government.

1.1.1 Gender Equity and Women's Economic Empowerment

Australia's Aid Policy *'Promoting opportunities for all, gender equality and women's empowerment'* (2014) establishes gender equality and women's economic empowerment as a priority for all of Australia's aid initiatives, regardless of objectives, and recognises all of its programs as instrumental in the drive towards greater equality within Australia's region and beyond¹. The policy focuses efforts around four pillars, one of which is empowering women economically and improving their livelihood security. Access to overseas labour markets, whether in skilled, semi-skilled or low-skilled positions directly links to women's economic empowerment. Furthermore, harnessing in-coming remittances for broader benefit throughout the household or community safeguards livelihoods and contributes to greater social protection of women and girls.

'Women in developing countries face multiple constraints in accessing employment and livelihood opportunities. Many poor women in developing countries work in agriculture or in informal trading. They grow and sell food to meet basic needs but often make very little money doing so... To improve their economic possibilities and contribute to food security and economic growth, women need access to capital, skills, technology and markets. Women also need access to diverse formal jobs: jobs that are safe and stable; jobs that enable them to use their skills and talents to earn more money.'

'Improving economic outcomes for women'
(DFAT)

The Department of Foreign Affairs and Trade's (DFAT) *Gender equality and women's economic empowerment strategy* published in 2016 reiterates and prioritises the promotion of women's economic empowerment (priority 2), in particular in paid employment opportunities. However, it also recognises that women's economic participation needs to be considered and managed in such a way that it doesn't place unfair burdens on women and their children. The SWP presents an opportunity to put into practice key initiatives set out in this strategy, including:

- improve wages, working conditions and safety, and remove discrimination
- support women and girls, particularly those who are disadvantaged, to learn relevant business and vocational skills

¹ According to DFAT's *Gender Equality and Empowerment Strategy*, some of the greatest challenges to gender equality of women's empowerment are in the Indo-Pacific region.

- assist women to engage in global value chains
- support women to access resources and innovations to improve agricultural productivity and income
- support public and private sector organisations to eliminate discrimination against women in their organisations or supply chains, including in government procurement
- link Australian women in business with counterparts in emerging markets.

Studies have found that workers with disability are:

- *Safe* - workers with disability are no more likely to be injured at work than workers without disability
- *Productive* - there are no differences in performance and productivity between workers with and without disability
- *Reliable* - workers with disability actually have fewer scheduled absences than workers without disability and stay in jobs longer than workers without disabilities
- *Affordable* - on average, employing people with disability does not cost any more than employing people without disability.

'Employer benefits and costs of employing a person with a disability' Journal of Vocational Rehabilitation (2002)

1.1.2 Disability inclusion

People with disabilities are the largest and most disadvantaged minority in the world. They make up 15 per cent of the global population, with most extended families including someone with a disability.

Australia is a signatory to the United Nations Convention of the Rights of People with Disability, which includes a commitment that development programs are inclusive and accessible to people with disabilities, and acknowledging the rights of people with disability to work on an equal basis with others - this includes the right to engage in seasonal work opportunities. Australia has the opportunity to lead by example by supporting greater inclusion of people with a disability in an Australian-based labour program, and working with partner governments to reduce stigma.

In May 2015 DFAT released its strategy on disability-inclusive development: *Development for All 2015-2020: Strategy to strengthening disability-inclusive development in Australia's aid program*. The Strategy states that the objective of Australia's work in disability-inclusive development is to improve the quality of life of people with disabilities in developing countries through:

- Enhancing participation and empowerment of people with disabilities, as contributors, leaders and decision makers in community, government and the private sector
- Reducing poverty among people with disabilities
- Improving equality for people with disabilities in all areas of public life, including service provision, education and employment.

The Strategy articulates four principles that should underpin Disability Inclusive Development in Australia's aid program, two of which includes:

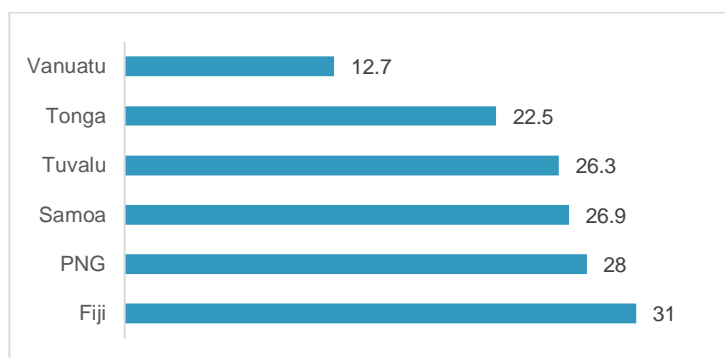
- Supporting an active and central role for people with disabilities: 'Nothing about us without us'
- Develop policies and programs based on evidence
- Taking into account the interaction between gender and disability
- Improve inclusion of a diverse range of people with disabilities.

1.1.3 Benefiting poorest households

In June 2014, DFAT released the *Making Performance Count: enhancing the accountability and effectiveness of Australian aid*, which included a high-level target (3) that all aid investments look at ways to enable the poor to equally participate and share in the benefits of any economic prosperity. A high percentage of the populations of Pacific Island countries remain below the poverty line (see **Table 1** below).

A key effectiveness strategy outlined in the *Making Performance Count* is to enable the poor to build skills and increase their participation in the economy. With limited domestic market opportunities, especially in Kiribati, Nauru and Tuvalu and, rural and remote communities in the Pacific and Timor-Leste, the SWP becomes a valuable pathway out of poverty for poor households. Furthermore, agriculture (a sector of the SWP) is a major source of pro-poor growth in developing countries. World Bank analysis shows that growth in the agriculture sector is two to four times more effective in lifting people out of poverty than comparable growth in other sectors². The skills and earnings that seasonal workers gain while in Australia will support productivity and investment gains in the agriculture sector domestically and supports additional economic activity and employment.

Table 1: Percentage of population below the poverty line in selected Pacific Island countries (noting surprising high figure for Fiji) 3



1.2 Role of LMAP in promoting inclusion principles

The purpose of the Labour Mobility Assistance Program (LMAP) is to support countries involved in the SWP to increase the number and quality of workers – both men and women – 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 will work with SWP countries – including Labour Sending Units (LSU), recruitment agents and Civil Society Organisations – to understand barriers to participation in the SWP for women, people with a disability and those most marginalized due to rurality and geographic isolation (including people living in Kiribati, Nauru and Tuvalu) and test strategies in sending countries to overcome these barriers. LMAP will also work with participating governments and other in-country stakeholders to enhance the flow-on benefit for these groups.

² DFAT Strategy for Australia's aid investments in agriculture, fisheries and water, February 3015

³ Sourced from Asian Development Bank, <https://www.adb.org/countries>, 2014

The approach will involve:

- **Mainstreaming inclusion drivers** (e.g. awareness, targeted selection, participation and accessibility) across the broader SWP and sending country activities as set out in Country Plans and the supporting implementation systems and processes.
- **Working collaboratively** and complementing DFAT and SWP participating governments' own gender equality, women's economic empowerment and social inclusion activities through existing programs, as well as the Australian Department of Employment's (DoE) SWP initiatives to improve the participation of women.
- **Targeted interventions** e.g. through pilot activities working with SWP participating governments' to identify discriminatory practices and develop responsive policies, as well as engaging directly with or supporting the reform efforts of organisations that represent the interests of women, people with disabilities and/or poorest households.
- **Building an evidence-base** e.g. data on inclusion readily extracted through improved data collection processes inputted as part of the LSUs labour recruitment and mobilisation tasks. The results of research activities will be used to improve awareness and understanding about the different needs of these groups, to facilitate their participation in the future.
- **Focus on harm minimization e.g.** a risk assessment tool with a 'do no harm' approach will be applied across all our activity areas.

2 Contextual Analysis of Barriers and Opportunities

2.1 Women and their participation in the SWP

Labour mobility to Australia provides opportunities for women in SWP participating countries to improve their livelihoods, develop skills for economic participation and provide resources for entrepreneurial and business pursuits. Furthermore, economically empowered women have been shown to improve development outcomes for all, since women are more likely to invest their earnings in nutrition, schooling and health⁴.

While women globally make up more than 43 per cent of the agricultural labour force in developing countries⁵, to date this competent and valuable resource has remained largely under-utilised as a source of agricultural workers⁶ in Australia under the SWP. The number of women participating in the SWP each year since its inception in 2012-13 has increased from 214 to 625, but based on the figures in Table 2 below continues to include only approximately 14 per cent of participants.

***Women** play a prominent role in agricultural production throughout the Pacific Island region. Whether engaged in subsistence farming to feed their immediate families or growing cash crops to sell in the market, women's agricultural labor is indispensable.*

'Rural Pacific Women and Agriculture, UN Women (2012)

Table 2 - Subclass 416 primary visas granted under the SWP

Financial Year of Visa Grant	Gender	Fiji	Kiribati	Nauru	Papua New Guinea	Samoa	Solomon Islands	Timor-Leste	Tonga	Tuvalu	Vanuatu	Total
2012-13	Female	0	10	< 5	7	< 5	13	10	138	0	30	214
	Male	0	24	8	19	18	29	11	1,061	0	89	1,259
	2012-13 Total	0	34	10	26	22	42	21	1,199	0	119	1,473
2013-14	Female	0	0	0	6	6	0	19	175	13	32	251
	Male	0	14	0	20	156	9	55	1,322	7	180	1,763
	2013-14 Total	0	14	0	26	162	9	74	1,497	20	212	2,014
2014-15	Female	0	0	0	8	< 5	0	39	262	0	94	406
	Male	< 5	11	0	27	182	21	129	1,917	7	473	2,771
	2014-15 Total	< 5	11	0	35	185	21	168	2,179	7	567	3,177
2015-16	Female	39	0	<5	<5	5	11	45	327	0	190	625
	Male	121	20	13	38	135	50	179	2,297	<5	1,008	3,865
	2015-16 Total	160	20	17	42	140	61	224	2,624	<5	1,198	4,490

When data from **Table 2** is disaggregated by sub-region, striking differences emerge. For example, in the SWP in 2014–15, women accounted for 23 per cent from Timor-Leste, 16 per cent from Melanesia (Papua New Guinea, Solomon Islands, Vanuatu and Fiji), 11 per cent from Polynesia (Samoa, Tonga) and 0 per cent of workers from Kiribati, Nauru and Tuvalu. In 2015-16, this had changed to 12 per cent from Micronesia (representing 5 women from Nauru), no change for Melanesia and Polynesia and a small drop to 20 per cent from Timor-Leste.

⁴ Armendariz de Aghion, B, Morduch, J, 2005, 'Subsidy and Sustainability', The Economics of Microfinance, MIT Press, Cambridge, Massachusetts, pp. 231-55

⁵ DFAT *Gender Equality and Women's Economic Empowerment in Agriculture* (2015)

⁶ DFAT *Promoting opportunities for all, gender equality and women's empowerment* (2014)

There is limited research within the context of the Pacific and Timor-Leste regarding the barriers to the participation of women⁷, or the likely social and economic impacts, both positive and negative, of increasing women's participation in the SWP. The numbers of women recruited under the SWP is influenced by both the demand and supply side factors. It is likely that both local and Australian gender norms and expectations influence participation, as evidenced by the differing sub-regional participation rates noted above, as well as recruitment practices and employer preferences.

- **On the supply-side:** factors vary significantly across SWP participating countries. However, some generalized suggestions include uptake and recruitment practices, specifically:

- In Tonga and Samoa where most jobs are in horticulture, social norms between women and men impact on the numbers of Polynesian women interested in agricultural work. However, this is not the case in Melanesia where women are often responsible for the majority of agriculture and horticultural activity. Information submitted⁸ during the Parliamentary Inquiry into the SWP suggests that removing sectoral limits (i.e. the introduction of accommodation and tourism) would enhance recruitment of women, “who may currently feel that the sectors on offer are less suited to their skills”⁹.
- Similarly, because women across the Pacific predominately do not work in the cash economy, they are less likely to pursue involvement in an overseas paid labour programme. According to one submission for the Parliamentary Inquiry into the SWP, women will stay back to take care of things in the community (specifically, look after children, the garden and the livestock)¹⁰. One recommendation was to encourage women in sending countries by giving them the confidence to participate in the SWP (i.e. through training or skills recognition¹¹). Another was to communicate to community leaders how the skills gained by both men and women while working in Australia and inflow of remittances will value add to the work of the entire community.
- Research by the State, Society and Governance in Melanesia Program has found that stakeholder bias against women exists in sending countries at all levels, including Government (Labour Sending Units), and will require capacity building and increased engagement on the value-add to women's participation¹². Gender audits, as part of planned capacity building activities, will identify areas for improving recruitment and selection processes and practices. For example, Government of PNG selection criteria inadvertently disadvantage women, because of the requirement all SWP participants must have at minimum a Year 10 certificate. Women in PNG are less likely than men to have the opportunity to attain this educational standard.

A 2011 analysis of the development impact of the Pacific Seasonal Worker Pilot Scheme (PSWPS, the precursor to the SWP) found the majority of seasonal workers from Tonga felt that seasonal work in Australia suited men more than women; at the same time, the analysis found that all I-Kiribati workers felt that seasonal work was equally suited for men and women.

DFAT Submission

⁷ Priya Chattier from SSGM is currently undertaking research in this area (see *Putting Gender into the Equation: Impact Evaluation of Seasonal Worker Program*, In Brief 2015/22)

⁸ Submissions from the Office of the Chief Trade Adviser (OCTA), Development Policy Centre and ILO

⁹ Commonwealth of Australia, *Seasonal change: Inquiry into the Seasonal Worker Programme* (May 2016); pg 82

¹⁰ Submission from State, Society and Governance in Melanesia Program (SSGM)

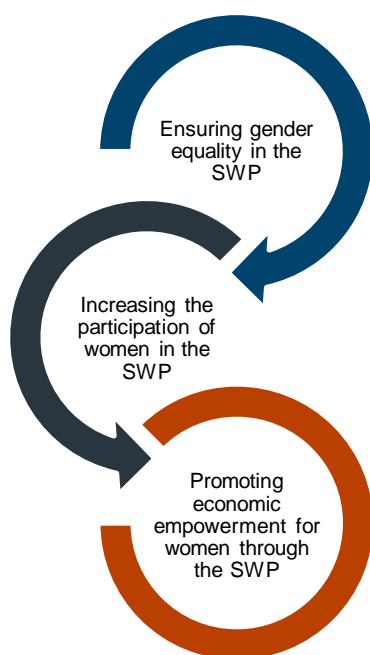
¹¹ Submission from TAFE Queensland

¹² Submission from SSGM

- **On the demand-side:** while research into the barriers to female participation within Australia has not been carried out, reasons cited by SWP Approved Employers include:
 - In a submission to the Parliamentary Inquiry into the SWP, one of the major employers under the SWP advised that lack of demand for women was in part because they were looking for workers with particular attributes, which reinforced the gendered ways in which employers recruit in the SWP sector industries¹³. The view exists that when it comes to strength and size, being a man is an advantage.
 - Women are higher risk in terms of safety within male dominant groups. Furthermore, that the engagement of women involves additional costs (separate accommodation and pastoral care needs).

Increasing the number of women in seasonal work is a priority for LMAP, and requires action across all elements of the SWP, including marketing to Australian employers, aligning in-country labour sourcing processes and adequately preparing female workers for working in Australia.

Diagram 1: Priorities for LMAP - Gender



There is also anecdotal evidence of the social challenges experienced by women and girls, associated with the participation of family members, and for the women themselves that participate in the SWP once they return home. These potential negative impacts of the SWP and ways to address them will be explored as part of the research on and learnings from reintegration processes. LMAP will work with sending country stakeholders to develop partnerships with community organisations including women's networks that can provide support when SWP workers are away and during the reintegration of returning workers back into their family unit and communities.

¹³ Submissions from the Connect Group, the Australian Council of Trade Unions

2.2 Increasing Benefit to People with Disabilities

One quarter of the Pacific population is affected by disability when you consider both the person with a disability and their family members¹⁴. As women are often the main care provider, having a family member with a disability can accentuate gender inequality within the household and limit women's and girls' opportunities for education and employment. This in turn undermines their ability to contribute to poverty reduction and economic growth within their household, community and country. The economic impact on individual families and communities of excluding a person with a disability or their carer from access to productive economic activity is significant, which cumulatively impacts on a country's overall economic performance.

*Consider that there are likely to be people with disabilities (in particular **'invisible' disabilities** including mild Intellectual disability, psychosocial disability (mental illness), vision and hearing impairments) already participating in the seasonal worker program.*

CBM Concept Paper

No research findings about the participation by people with disabilities in the SWP is currently available. However, there is anecdotal evidence that people with hearing impairments and vision impairments, as well as potentially other people with disabilities, have participated. As such, little is known about their experiences or the perspectives of Approved Employers, or whether they have returned to the SWP in subsequent years¹⁵. It is likely that people have not disclosed a disability due to concerns that they would be excluded for having an impairment; coupled with the fact that there are not currently clear processes within SWP recruitment for identifying people with disabilities. Nor are those participating in the SWP asked to disclose whether they have a family member with a disability. For these reasons, a baseline analysis will be the first step of LMAP's support¹⁶.

Including people with disabilities in the SWP predominately rests on demand. A rapid appraisal found that no Approved Employer has knowingly recruited a person with a disability. Concerns cited included that there might be additional requirements for pastoral care or other support e.g. obtaining health care; and that the work was seen as unlikely to be suitable for many workers with disabilities¹⁷.

LMAP will support people with a disability to benefit from the SWP through a number of ways. One is direct participation as workers in the SWP. However, this relies on demand from employers, and will raise potential workers' expectations that are difficult to fulfill unless employers see the advantage of taking on this disabled cohort. Given the very physical nature of much of the seasonal work this will be challenging, particularly for people with mobility impairments. However, it is important to note many people with disabilities have a range of impairment types and abilities, and do not always include mobility restrictions.

¹⁴ DFAT Labour Mobility Initiative PDD (2014), page 51

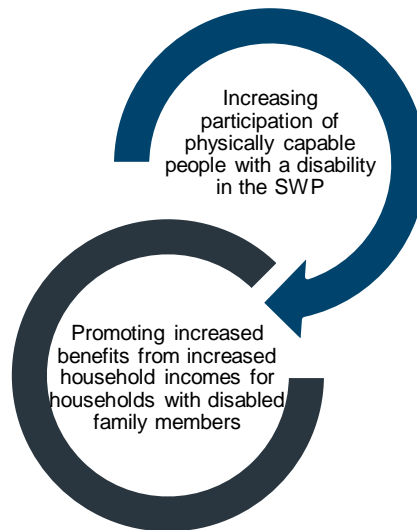
¹⁵ Information from an Agent in Vanuatu, who himself has a disability, is that he sent a 'deaf and mute' worker, along with a fellow worker that could communicate with him, and that the worker had participated again in the SWP in a subsequent year.

¹⁶ Using the Washington Group Questions (<http://www.washingtongroup-disability.com/washington-group-question-sets/short-set-of-disability-questions/>.)

¹⁷ Raised by Approved Employers at the 2016 LMAP Reference Group Meeting.

The second way to give people with a disability access to the benefits of the SWP is to ensure that their families have the opportunity to participate in the program, thereby increasing their household disposable income. This has its challenges, given the care-giving responsibilities that may fall to family members. But through consultation with relevant Disability Peoples Organisations, CBOs and families and communities in which there is someone with a disability, support systems could be established that minimise negative impact during absences.

Diagram 2: Priorities for LMAP - Disability Inclusion



2.3 Increasing participation of poorer households and geographically remote communities

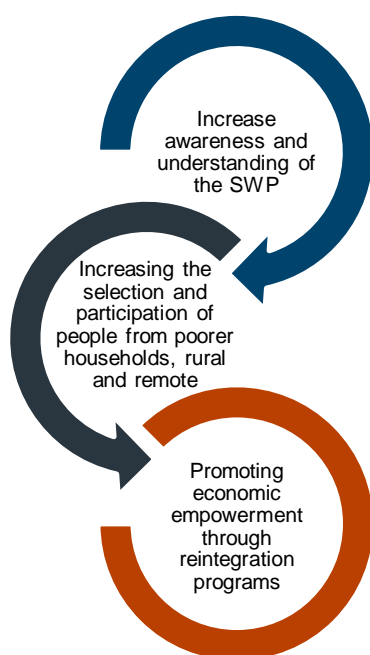
A survey undertaken as part of the interim Labour Mobility Initiative found that many of the seasonal workers were found to be poor by global standards with 16 per cent living in households earning less than US\$1 per capita per day, and 40 per cent in households earning less than US\$2 per capita per day. It also found that households with seasonal workers increased their annual cash income by 30-40 per cent.

Barriers to the participation of poorer households or geographically remote communities are predominately supply side. Despite the low skilled nature of the jobs and because of competition between countries, rather than a poorer household or remote selection approach, it has been suggested that LSUs do not select them:

- because they are known to those doing the selection
- because the selection criteria favour those who are more educated (e.g. on the basis of Yr 10 in school, or a high level of English), which disadvantages the remote or poor
- because high quality candidates are selected to enhance the reputation of their country's workers amongst employers in receiving countries.

In addition, of the ten countries that participate in the SWP, Kiribati, Nauru and Tuvalu are at a significant disadvantage in terms of their participation in the program. This is because of their distance from Australia and high costs of travel¹⁸; limited resources in-country to manage the SWP process; and lack of visibility to Australian employers. Yet it is these countries that have the strongest imperative to participate in an overseas seasonal worker program¹⁹, given their limited alternatives for income generation and heavy reliance on the in-flow of remittances to support the economy.

Diagram 3: Priorities for LMAP - Rural and remote communities and Microstates

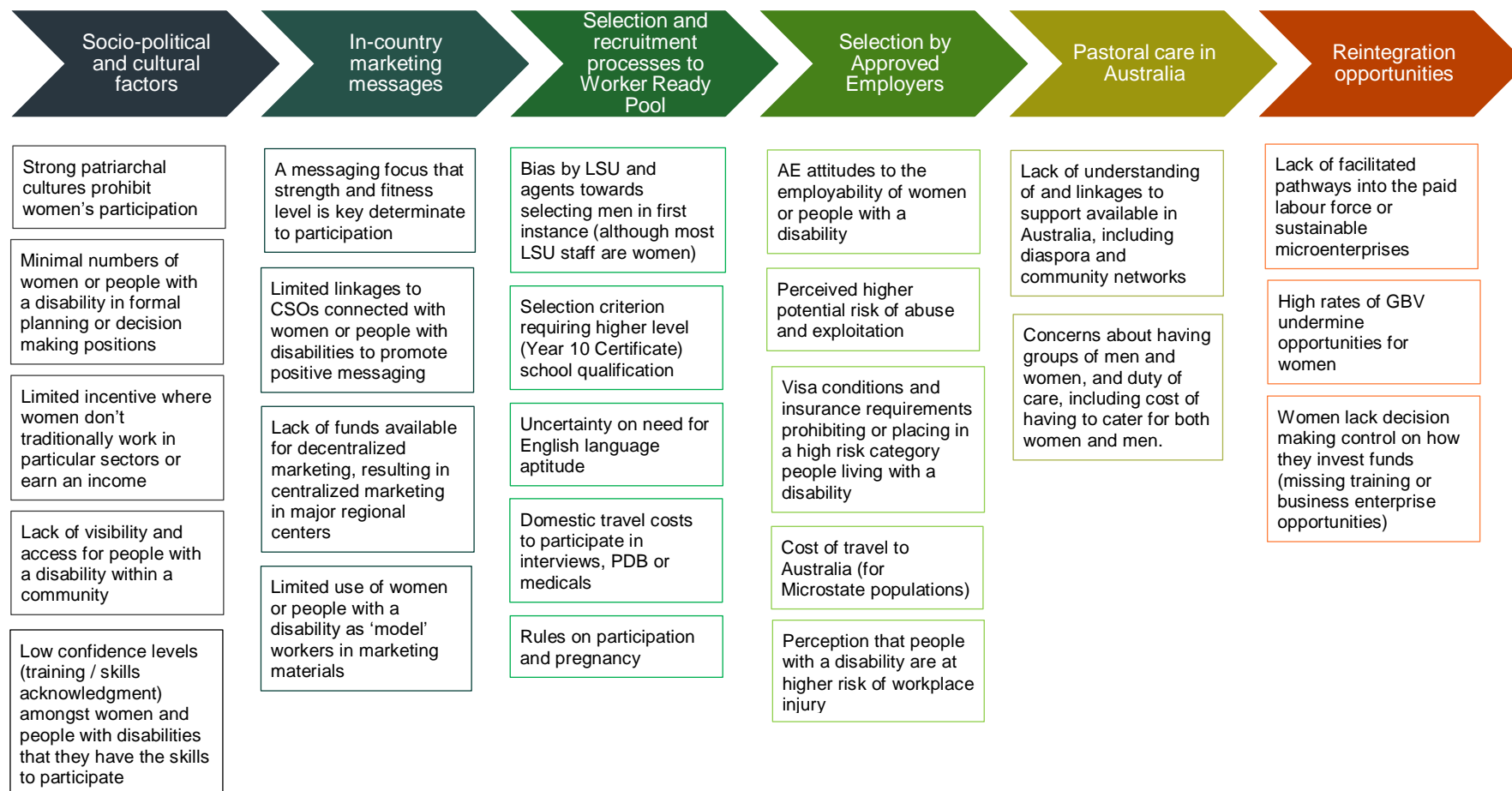


¹⁸ This has in part been addressed by giving SWP workers from Kiribati, Nauru and Tuvalu an additional 3 months in Australia.

¹⁹ DoE has extended the length of time that citizens from Kiribati, Nauru and Tuvalu can work in Australia under the SWP from six to nine months. This gives workers greater earning potential, which in turn enables them to defray the costs of travel to Australia. Furthermore, a Northern-Australia Workers Pilot program provides up to 250 citizens access to a multiyear visa to work in lower skilled occupations in selected industries in Northern Australia for a period of two, and possibly three, years.

Table 2 - Summary of known barriers to participation

The following section is based on a review of literature and the Pacific Women Shaping Pacific Development Country Plans. It aims to show known barriers along the seasonal worker labour chain:



3 Existing initiatives promoting inclusion in the SWP

LMAP will collaborate with existing DFAT and other Government programs to leverage resources, build influence on the importance of inclusive principles and practices, bridge networks and facilitate links with LSUs and obtain high-level technical advice around gender and seasonal work.

3.1 Australian Government

3.1.1 DoE

The MOU signed with participating countries contains a gender equity clause to promote better representation of women in work ready pools. LMAP will support and complement the activities DoE undertakes to increase women's participation in the SWP. As part of this collaboration, LMAP and DoE plan to work on a joint paper or research on gender issues and improving women's participation. This will further inform the delivery and direction of LMAP and the SWP efforts to improve women's participation.

DoE's current initiatives include:

- Communications material promoting the SWP features both women and men, taking into account country specific realities
- Women's participation in the SWP is included as a theme in the DoE Approved Employer update emails and partner country update emails to raise awareness about the benefits of employing female workers, focusing on examples of workplace productivity benefits or development benefits
- The recruitment plan template employers complete to recruit seasonal workers includes a place to specify male/female. DoE has included this to trigger thinking on whether employers can take on women.
- During induction teleconferences for new Approved Employers, DOE raises awareness of recruiting women.
- To ensure women are safely accommodated, employers must meet certain requirements (asked for by partner countries) for accommodating men and women, including separate bedroom and toilet facilities.
- DoE advises labour sending countries on how they put forward candidates to employers and how to encourage women to register for seasonal work and put forward women candidates to employers.

DoE has also appointed a member of the Senior Executive Service as Disability Champion and as a further commitment to workplace diversity has a Disability Employee Network and are Gold members of the Australian Network on Disability²⁰. This network will be drawn on to seek advice on in-Australia considerations for workers with a disability and the mapping of providers that may participate in a pilot activity, as well as twin with LSUs to share skills on how to target potential Approved Employers to encourage hosting of workers with disabilities.

²⁰ <http://www.employment.gov.au/jobs-department-employment>

3.1.2 Pacific Women Shaping Pacific Development (*Pacific Women*)

Pacific Women, of which Cardno manages the Support Unit, is a 10-year Australian Aid program worth a total AU\$320 Million. Pacific Women's goal is for 'women in the Pacific (regardless of income, location, disability, age or ethnic group) to participate fully, freely and safely in political, economic and social life.' In support of this goal, Pacific Women's four key outcome areas are:

- Women, and women's interests are increasingly and effectively represented and visible through leadership at all levels of decision-making
- Women have expanded economic opportunities to earn income and accumulate economic assets
- Violence against women is reduced and survivors of violence have access to support services and to justice
- Women in the Pacific have a stronger sense of their own agency, supported by a changing legal and social environment and through increased access to the services they need.

In particular, LMAP's work intersects with Pacific Women's outcome area focused on women's economic opportunities, but also relates to the areas of leadership and decision making, reducing violence against women and strengthening women's sense of agency. LMAP will connect with Pacific Women's gender focal points in each country (except Timor-Leste) to engage with them around existing LMAP/Pacific Women activities, possible support and advice and connections with civil society and government. This will be particularly pivotal when working with the LSUs to develop their reintegration programs.

The Pacific Women 'mechanism' provides opportunities for LMAP to seek technical advice via the Support Unit as well as for LMAP to propose activities/pilots and areas for research which Pacific Women could take forward under their program umbrella. It is proposed that LMAP will be invited to be one of Pacific Women's formal stakeholders, contributing to the Pacific Women's Economic Empowerment Roadmap.

3.2 New Zealand RSE

The RSE does not have a targeted gender or inclusion policy because the program is industry led and the New Zealand Government does not intervene or direct employers in their hiring of seasonal workers. There will however be lessons for LMAP to learn from the RSE around women's participation, the areas of success, and the reasons why. The DoE has previously engaged with the RSE on this issue and LMAP will continue to support opportunities to collaborate.

4 Priorities for LMAP

LMAP will work with SWP participating governments' to identify discriminatory practices and assess the barriers for participation for women and people with disabilities and test strategies for promoting poorer households and those from rural and remote communities. The results of targeted initiatives and research activities will be used to improve awareness and understanding about the different needs of these groups, to facilitate their participation in the future, and motivate SWP governments to develop responsive policies.

As stated earlier, LMAP will address inclusion through a two-pronged approach:

- **Mainstreaming of gender, disability and pro-poorer/remote considerations** across the broader range of program and sending country activities as set out in Country Plans, systems and processes. (See Annex One – Synopsis of Inclusion Activities in approved Country Plans).
- **Targeted gender and disability-specific interventions.** Two such programs planned are:
 - × A pilot in PNG focusing on women in agriculture
 - × A 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.

Furthermore, 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.

4.1 LMAP's Gender Action Plan

Priority 1.1	Economic Empowerment of Women
<i>Activity 1.1.1</i>	<p><i>In collaboration with the Pacific Women Shaping Pacific Development Program, identify possible areas of convergence and investment.</i></p> <p>Connect with Pacific Women's gender focal points in each country to engage with them around existing activities, possible support and advice and connections with civil society and government.</p>
<i>Activity 1.1.2</i>	<p><i>Develop and implement pilot initiatives in selected countries aimed at testing strategies to overcome barriers to women's participation.</i></p> <p>The first pilot project will focus on women in agriculture, targeting women within a rural setting (predominately the PNG highlands) who will already have extensive experience working in horticulture. The aim will be to:</p>

- build awareness of the SWP in these communities amongst women
- work with Women in Agriculture in Australia to identify and connect with potential Approved Employers who may be interested in employing a cohort of women
- identify and train potential participants from within the communities to prepare them for seasonal work in Australia
- develop and implement a comprehensive re-integration process involving both the women and, family and community members
- research into how employment overseas has and will change gender roles within the household
- evaluate the success of the pilot, and use lessons learned for expanding the initiative to other countries.

Activity 1.1.3

Facilitate training in business and financial management skills for women as part of the re-integration process

Work with SWP countries to develop relevant re-integration strategies for returning women. This will also involve working through existing networks and facilitating partnerships with private sector, local training institutes and community based organisations to develop returning women's capacity in business and financial management. Link all returnees to micro-banks.

Priority 1.2

Gender Equality

Activity 1.2.1

Gender analysis and studies conducted to identify different needs of women and men, and girls and boys in relation to the SWP, including workers and those remaining at home

Build on the State, Society and Governance in Melanesia (SSGM) briefing paper on *Pacific Labour Mobility: Removing the Gender Blinkers* and scope one or more studies for SSGM to examine the gender barriers and impacts of participation in the SWP (following-on from SSGM's initial piece of work which identifies gaps in research and knowledge). Studies might examine for example:

- barriers to the participation of women
- social implications of the participation of women
- differential development impacts through the participation of women.

Activity 1.2.2

Build the awareness and capacity of LSU staff towards providing a supportive environment that enables both women and men, and girls and boys to participate and/or benefit from the SWP

Understanding that any process towards gender equality and women's empowerment must start with the enabling environment of the LSU (and broader Department), undertake a detailed gender audit of systems, processes and attitudes. This will be followed up with a plan of focused actions, such as tools developed, ongoing training and learning, alliances with external champions for research and advocacy and ongoing assessment, learning and improvement.

Activity 1.2.3

Removing policy or regulatory barriers to women's participation in the SWP

Work with LSUs to improve selection criteria and processes to ensure they are merit based according to the requirements of the job and do not hinder active and equal participation of women. For example, PNG minimum requirement of a Grade 10 School Certificate for participation. Many rural women lack this basic education qualification.

Priority 1.3**Increasing the Participation of Women in the SWP***Activity 1.3.1*

Women mobilised for participation in the SWP including mandatory clearances facilitated for women

Test options for LSUs to arrange localized selection of women and decentralized facilitation of mandatory clearances to either a regional or provincial office. This would include application interviews, and for successful applicants their medicals and, police and civil registry clearances, but could also be extended to the mandatory training prior to joining the work ready pools. This approach allows women to remain with their family until the time of departure and lowers application and mobilisation costs.

Activity 1.3.2

Women placed with Approved Employers with earning capacity and knowledge and skills enhanced

All sending country marketing strategies and materials prepared to increase demand in Australia will highlight the skills of women and suitability for seasonal work.

4.2 LMAP's Disability Inclusion Action Plan

Priority 2.1	Increasing the Participation of People with Disabilities
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Activity 2.1.1 *Improve identification and monitoring of SWP workers who have an impairment or family member with a disability*

Introduce and train LSU's to use the Washington Group Survey to collect information 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.

Activity 2.1.2 *Develop and implement pilot initiatives to test strategies and develop processes to overcome barriers to participation of people with disabilities.*

Work with Vanuatu's Employment Services Unit (ESU) and in-country disability networks to implement a pilot initiative. The objectives will be to:

- Strengthen processes and practices within the ESU to be more inclusive of people with disabilities
- Increase the number of people with disabilities from Vanuatu from participating as workers in the SWP (aim is between 5 and 10)
- Review and help facilitate initiation of support structures in Vanuatu to allow family members of people with disabilities to participate in the SWP
- Processes are developed to support the reintegration of workers with disabilities following participation in the SWP
- Develop tools and resources to facilitate roll-out of disability inclusion activities in other SWP source countries.

Priority 2.2	People with a disability access the benefits of the SWP
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Activity 2.2.1 *Studies conducted to identify potential ways to ensure the flow-on of benefits to people with disabilities from the SWP*

Commission Action Research into:

- The number of participants in the SWP who have a family member who has a disability and how the in-flow of remittances can benefit family members who have a disability
- Development impacts of participation in the SWP on families in which there is someone living with a disability.

Activity 2.2.2 Put in place support and care networks to allow people who have a dependent with a disability to participate in the SWP

Undertake a mapping exercise with LSUs to develop referral and connection pathways with Disability Peoples Organisations and CBOs. Collect positive news stories to share with other people who have family members with a disability.

4.3 LMAP's Rural and Remote (including Kiribati, Nauru and Tuvalu) Action Plan

Priority 3.1 Increase participation of poorer households and geographically remote

Activity 3.1.1 Raise awareness of the SWP in geographically remote communities through in-country marketing

Work with LSUs to assess the strengths and gaps of their in-country marketing activities, and include in individual country marketing strategies actions to improve targeting of geographically remote communities. Also, prioritise support under Component 2 (Improving Demand) for supporting Kiribati, Nauru and Tuvalu to market their workers to Approved Employers.

Activity 3.1.2 Review LSU recruitment and selection processes to ensure adequate selection of poorer households and people from geographically remote locations

Through improvements to data collection, update information collected on the overall household income and district of birth, as well as district of current residence of people recruited to the work ready pools and those selected to participate in the SWP. Review LSU processes and include improvements in Capacity Building work plans. Work with the LSU to design a process for future recruiting to the work ready pool that focuses on workers from the districts, potentially working with relevant programs with a strong district presence to identify and pre-screen possible seasonal workers.

Activity 3.1.1 People from rural and remote communities mobilised for the SWP including facilitating more convenient mandatory clearances

In one country, test a provincial approach to the recruitment, preparation and re-integration process (where there is already the x-ray equipment required to medical checks). This will include:

- Advocate for the registration of a panel doctor
- Support the delivery of pre-departure preparation in the province, designed to involve family and community members
- Support the delivery of re-integration briefings in the province, design to involve family and community members

Priority 3.2 Enhance benefits to members of poorer households and geographically remote communities from participation in the SWP
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Activity 3.12.1 Focus on improving on-going benefits from reintegration programs

Work with TVET to design development pathways for returning workers through the network of provincial or rural TVET training institutes.

5 Risks

LMAP has a detailed Risk Management Matrix, which is updated annually. The two significant risks to LMAP's ability to achieve improved inclusion and gender outcomes are provided in the table below:

Risk Event	Impact on Program	Risk Mitigation	Responsibility	Risk Assessment			Residual
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	Involvement of partner governments, employers and other stakeholders in the design and implementation of pilots. Results collected and analysed through the Reference Group	DFAT, Cardno Partner governments, Reference Group	At Design			
				2	3	Mod – 5	
				Sept 2015			
				2	3	Mod – 5	
				Dec 2015 6MPR			
				2	3	Mod – 5	
				Jun 2016 6MPR			
				4	3	High - 7	High - 7

Women and members of disadvantaged groups are not able to participate	SWP benefits do not flow to poorest households and / or are not distributed equitably. Development outcomes are compromised	<p>Awareness raising with participating governments and AEs the benefits of employing women and the flow on positive impact</p> <p>Pilot programs implemented to promote women's and people with disability's participation in SWP</p> <p>Work with all stakeholders to identify barriers to the participation of people with disability</p> <p>Support LSUs to capture data on disability of both applicants or their family members</p> <p>Support opportunities for participating governments to link with existing service providers (or informal networks) to support a participant family where they have a disability</p> <p>Review recruitment, selection and mobilisation processes to ensure the inclusion of people from remote communities</p> <p>Research to capture the impact of seasonal work participation on disadvantaged groups.</p>	• Cardno, labour sending units, Reference Group	At Design			
				2	4	Mod – 5	
				Sept 2015			
				3	3	High – 6	
				Dec 2015 6MPR			
				3	3	High - 6	
				Jun 2016 6MPR			
				3	3	High - 6	Mod - 5

6 Measuring Results

LMAP's 'twin track' approach to gender equality and women's economic empowerment, disability inclusion and targeting poorer households or geographically remote (including access for Kiribati, Nauru and Tuvalu) also extends to M&E. This means, that LMAP's proposed Evaluative Management Information System (EMIS) will be applied to draw out meaningful data on the range of inclusion issues in the general activities as well as the targeted ones. The pilot activities will also have their own specific M&E frameworks, which will be set out in pilot design documents.

LMAP will also provide the LSUs with M&E and learning tools to support gathering of meaningful data for evidence-based decisions and working towards greater levels of inclusion.

This reporting should allow a broader assessment of worker selection process and provide a means of introducing (encouraging) prioritising of workers to ensure households and communities in particular need (for example, supporting people with a disability or other vulnerable groups) have improved opportunities to be recruited for seasonal work. An understanding of the household situations currently limiting worker participation can also be communicated to employers and their agents to give them an opportunity (supported by LMAP) to modify their selection processes to be more inclusive.

Annex One – Synopsis of Inclusion Activities in approved Country Plans

COUNTRY	2016-17 Activities
FIJI	<p>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. There are no particular cultural barriers in Fiji to the participation of women in the program, and their participation early in the SWP will provide case studies and role models to encourage other women to apply. LMAP will:</p> <ul style="list-style-type: none"> - Work with the LSU to identify how the stories from early 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
KIRIBATI	<p>In their study of the development impacts of the PSWP in Kiribati, Gibson and McKenzie 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 in senior positions in government. LMAP will:</p> <ul style="list-style-type: none"> - 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. - Activities relating to disability inclusion will be designed based on recommendations from CBM Nossal, who are leading the design and implementation of the pilot program in Vanuatu on inclusion of People with Disabilities.
NAURU	<p>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.</p> <ul style="list-style-type: none"> - Gender inclusion will be through targeted messaging to attract women to the Work Ready Pool, and education of approved employers in the benefits of employing women. - Data on disability will be collected from applicants and seasonal workers, to identify the extent to which the Seasonal Worker Programme interacts with people with a disability, their families and communities. However, there is unlikely to be a targeted approach to including people with a disability or with a family member with a disability for the foreseeable future, given both the very low demand and supply of workers from Nauru.
PNG	<p>Inclusion strategies have been mainstreamed throughout the activities listed in the four component areas above.</p> <ul style="list-style-type: none"> - Gender inclusion will be addressed through testing the barriers to participation for female Papua New Guinean's in the Component 4 pilot program. Barriers identified from this pilot program will be used to inform the improvement of

	<p>Component 2 recruitment and selection processes, as well as to improve support mechanisms for women while in Australia on the Seasonal Worker Programme. Exploring opportunities to connect returned female seasonal workers to opportunities after their return to PNG (such as business or education opportunities) will be a major feature of Component 3.</p> <ul style="list-style-type: none"> - Disability inclusion will begin with the updating the information collected from applicants and seasonal workers, to identify the extent to which the Seasonal Worker Programme interacts with people with a disability, their families and communities. - Remoteness inclusion will begin by updating the information collected from applicants and seasonal workers, to identify the place of birth regions, as well as residential regions applicants and seasonal workers are from.
SAMOA	<p>Inclusion strategies have been mainstreamed throughout the activities listed in the four component areas above.</p> <ul style="list-style-type: none"> • Gender is a particularly concerning issue for Samoa, given the extremely small number of women participating in the SWP. During the August visit they will meet with both Women in Business Development - Samoa, and with the Ministry of Women, Community and Social Development to develop strategies to both 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 also be a key stakeholder in discussion around Disability Inclusion in Samoa. Nuana o le Alofa, Samoa's Disabled Person's Organisation (DPO) 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. • Given the small size of Samoa and residence of the majority of the population on only two islands, geographic inclusiveness is not a major issue for Samoa.

SOLOMON ISLANDS	<p>Inclusion strategies have been mainstreamed throughout the activities listed in the four component areas above.</p> <ul style="list-style-type: none"> • Gender inclusion will begin by identifying appropriate networks to tap into regarding increasing the participation of and minimising the potential risks to women. • LMAP met with 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 Seasonal Worker Programme interacts with people with a disability, their families and communities. Ongoing conversations with PWDSI will identify other more proactive strategies to ensure that people with a disability benefit from and are not disadvantaged by the SWP. • Remoteness inclusion will begin by updating the information collected from applicants and seasonal workers, to identify district of birth, as well as district of current residence, and by considering how to ensure that people from remote areas have access to the SWP in the design of the selection processes discussed under Component 2.
TIMOR LESTE	<p>Inclusion strategies have been mainstreamed throughout the activities listed in the four component areas.</p> <ul style="list-style-type: none"> ➤ Gender inclusion will begin by working with the DFAT 1st Sec Gender and Quality to identify appropriate networks to tap into regarding increasing the participation of and minimising the potential risks to women. ➤ Disability inclusion will begin with the updating of information collected from applicants and seasonal workers, to identify the extent to which the Seasonal Worker Programme interacts with people with a disability, their families and communities. Use of the Washington Short Census on Disability has already been trialled in the pilot EoI screening process in May. ➤ Remoteness inclusion will begin by updating the information collected from applicants and seasonal workers, to identify district of birth, as well as district of current residence. LMAP will also work with SEPFOPE to design a process for future refresh of the WRP, potentially working with relevant programs that have a strong presence in the districts to identify and pre-screen possible seasonal workers

TONGA	<p>Inclusion strategies have been mainstreamed throughout the activities listed in the four component areas.</p> <ul style="list-style-type: none"> ➤ Gender inclusion will begin by working with the MIA gender department to understand the barriers of participation for Tonga women, and to identify opportunities for inclusion in the Seasonal Worker Programme. This will be supported by the adaptation of tools developed in LMAP gender pilot programs for Tonga policy and procedural structures that inhibit participation. ➤ Disability inclusion will begin with the updating of information collected from applicants and seasonal workers, to identify the extent to which the Seasonal Worker Programme interacts with people with a disability, their families and communities. ➤ Remoteness inclusion will begin by updating the information collected from applicants and seasonal workers, to identify the place of birth regions, as well as residential regions applicants and seasonal workers are from.
TUVALU	<p>The Northern Australia Workers Pilot program will provide a broader range of work opportunities to suit women in addition to men.</p>

Annex Two – References to Gender/Disability/Child Protection in LMAP documents

COUNTRY	REFERENCES TO INCLUSION
FIJI	No references to gender in Fiji in the Priority countries. No country profile provided.
KIRIBATI	GENDER - Many employers ask for female workers specifically, and there appear to be no major barriers to sending women workers from Kiribati (Country Profile Annex PDD 4)
NAURU	GENDER - Prevailing community attitudes may prevent increased female participation (Country Profile PDD Annex 4)
PNG	GENDER - There is scope for niche trials within the country, for example to pilot programs to increase the participation of women in the SWP workforce. Unlike some other Pacific countries, there is little resistance to the participation of women in the program and networks are already in place across the country that would facilitate such pilots. (Priority Countries 27/6/16) - Different model such as niche trials (female participation or APTC)? Women are already significant participants in the scheme - opportunity to pilot program focused on increasing the participation of women (Priority Countries Table 27/6/16) - It was noted that many employers ask for female workers specifically, and it was stated there are no major barriers to sending women workers from PNG, as evidenced by the current relatively high participation rate of women in the scheme (Country Profile PDD Annex 4) - PNG women are very much involved in the productive sectors and have no major issues with working in horticulture under the SWP (Country Profile PDD Annex 4) - Improving the supply and quality of seasonal workers: Activity-Using identified employers and returned female workers to promote greater participation of PNG women in the program (Country Profile PDD Annex 4) - (Country Profile PDD Annex 4)
SAMOA	GENDER - The major concern is how to increase the number of women participating in the program, for whom uptake has been low. (Priority Countries 27/6/16) - Need to increase the percentage of female participation – currently very low (Priority Countries Table 27/6/16) - No major issues regarding women participating though very few women (20%) are registered in the pool (Country Profile PDD Annex 4)

	<ul style="list-style-type: none"> - Already a database of skilled people with disabilities available (Country Profile PDD Annex 4) - No major social issues identified though there are already strict rules and bans on villages if their workers are reported. The villages would then banish these workers and families from the village which would be a concern. (Country Profile PDD Annex 4)
SOLOMON ISLANDS	<p>GENDER</p> <ul style="list-style-type: none"> - There are two female agents, and all agents note that many employers ask for female workers specifically, and it was stated there are no major barriers to sending women workers from the Solomon Islands. - Solomon Islands women are very much involved in the productive sectors and have no major issues with working in horticulture under the SWP (Country Profile PDD Annex 4) <p>DISABILITY</p> <ul style="list-style-type: none"> - One of the agents with close links to a supportive service for people with disabilities, suggested that there were young work-ready people who have been trained at the Disability Vocational Centers (San Isidore, Aruligo, Bethesda Disability Center, and the Special Development Center of the Red Cross) that could be a ready pool of employees. He suggested that the NGO, People with Disabilities Solomon Islands, could be responsible for the selection of potential skilled trained workers from these Vocational Centers. The NGO could provide pre-training and retraining of workers before and after their rotation through the SWP, through their Centers. This same NGO already has links with Disability Employment Services in Australia and Epic Employment in Brisbane, and they would work with this Australian service to develop the support package, pre and post placement. It is possible that these Australian services may be able to open up employer interest as well. (Country Profile PDD Annex 4)
TIMOR LESTE	<p>GENDER</p> <ul style="list-style-type: none"> - There is gender balance in the hospitality component of the work ready pool, but the number of women available for horticultural work is lower, despite employers seeking women for some job types. (Country Profile PDD Annex 4) - In Timor-Leste, women are responsible for agricultural work, so there may be social or other barriers that limit the number of women in this sector. - Similarly, it is unclear if SEPFOPE and CEOP's fully understand some of the barriers to increasing women's participation, or if action is required to address these (Country Profile PDD Annex 4) - Improved interventions in the pre-departure period to help families understand the effects of absences of seasonal workers are important, as is continued support for family members during the time away and on return (Country Profile PDD Annex 4)

TONGA	<p>GENDER</p> <ul style="list-style-type: none"> - Increasing the number of women participating in the scheme (currently around 11% of SWP workers from Tonga are female) will have to overcome some traditional and cultural barriers, including the notion that agricultural labour is “men’s work”. There is acknowledgement that some job categories in Australia are suitable for women, and that teams comprising both men and women generally perform better in the workplace. (Country Profile PDD Annex 4) - Impact of seasonal work programs on families and communities, including increasing marriage breakups, domestic violence and conflicts over money (Country Profile PDD Annex 4)
TUVALU	<p>GENDER and DISABILITY</p> <ul style="list-style-type: none"> - No specific information collected (Country Profile PDD Annex 4)
VANUATU	<p>GENDER</p> <ul style="list-style-type: none"> - There are at least 3 female agents; all agents note that many employers ask for female workers specifically, and it was stated there are no major barriers to sending women workers from Vanuatu (Country Profile PDD Annex 4) - Vanuatu women are very much involved in the productive sectors and have no major issues with working in horticulture under the SWP (Country Profile PDD Annex 4) - Plan to use returned female workers to promote greater participation of women and disabled people in the program (Country Profile PDD Annex 4)