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# Strengthening Pacific Partnership and Vakameasina Evaluation: Final Report



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## Disclaimer

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Image details: Recognised Seasonal Employer Workers Loren Kalarogo(L) and Bani Melio(R) in Packhouse at Birdhurst Orchards, Motueka. Credit Horticulture NZ.

## **Acronyms**

DFAT	Department of Foreign Affairs and Trade
KEQ	Key Evaluation Question
KII	Key Informant Interview
LSU	Labour Sending Unit
M&E	Monitoring and Evaluation
MBIE	Ministry of Business, Innovation and Employment
MFAT	Ministry of Foreign Affairs and Trade
MPI	Ministry for Primary Industries
MoU	Memorandum of Understanding
PICs	Pacific Island Countries
RSE	Recognised Seasonal Employer
SPP	Strengthening Pacific Partnerships

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# Executive Summary

This evaluation sought to draw out key lessons learned from the implementation of two Ministry of Foreign Affairs and Trade (MFAT) funded programmes that support the New Zealand Government's Recognised Seasonal Employer (RSE) Policy targeting Pacific workers<sup>1</sup>: the Strengthening Pacific Partnerships (SPP) programme implemented by the Ministry of Business Innovation and Employment (MBIE) and the RSE Worker Training Initiative (known as Vakameasina) implemented by Fruition Horticulture.

The objectives of the evaluation were to:

1. Complete an evaluation of the SPP and Vakameasina activities.
2. Review the cost effectiveness of the approaches employed to deliver results.
3. Identify the key changes needed for a second phase of SPP and Vakameasina.

The evaluation scope included activities implemented from 2011 until 2015. The evaluation used a theory-driven and mixed-methods approach, incorporating the Kakala 'Pacific world view' methodology for cultural appropriateness (See Annex 1). Data collection and analysis included: desktop/literature review; process mapping; key informant interviews (KIIs); case studies of workers and employers; a web-based stakeholder survey; and a summit workshop.

## Key Findings

Overall the evaluation found a range of strengths and positive impacts for both programmes. The RSE Policy is widely regarded as a good initiative of MFAT and the New Zealand Government more broadly. The following sections highlight these positive impacts, and supports MFAT's decision to continue with the two programmes. This evaluation reflects on the effectiveness, efficiency, outcomes, impacts and sustainability of SPP and Vakameasina, providing recommendations for the following redesign process.

### *Strengthening Pacific Partnership*

The current goals of SPP are to:

- (1) strengthen Pacific Island Country (PIC) capacity to administer the RSE and wider labour export activities;
- (2) scope in-country opportunities for horticulture skills development;
- (3) improve PIC process for wider export;
- (4) assess the impact of RSE in the Pacific; and,
- (5) facilitate opportunities for labour mobility in the fisheries and Canterbury trades.

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<sup>1</sup> RSE Countries include: Federated States of Micronesia, Republic of Marshall Islands, Fiji, Samoa, Kiribati, Solomon Islands, Nauru, Tonga, Palau, Tuvalu, Papua New Guinea and Vanuatu.

In moving into the next phase, it is recommended that the number of goals for SPP should be reduced and consolidated. The goal and supporting objectives should broaden their focus on supporting labour mobility in PICs to achieve sustainable development outcomes for the countries, in addition to specifically supporting the RSE policy. In this way, the SPP programme can take a broader approach to labour mobility in PICs with a stronger 'developmental' focus to address governance and other challenges faced, integrating with MFAT's country strategies for development assistance.

Moreover, it is recommended that additional activities to support this are incorporated into the programme design. At present, the bulk of SPP activities implemented by MBIE are geared towards ensuring that New Zealand employers have better access to labour, which is understood but not well received in some PICs. Activities could include support for PICs to develop and action Labour Mobility Strategic Plans as a starting point for this broader support to PICs. Other activities for consideration include assisting PICs to better reintegrate workers and take advantage of their skills, promote equity in the recruitment process, cut the cost of remittance sending and link workers to pensions and savings schemes.

To promote equity of access to the RSE, there is also potential to add a new component to SPP aimed at providing more intensive support for countries that struggle with sending workers and marketing themselves effectively. This support may be delivered in partnership with the Australian Department of Foreign Affairs and Trade (DFAT) and other development partners who are engaged in the target countries.

MBIE through the SPP programme has been effective in enhancing the capacity of Labour Sending Units (LSUs) in the areas of knowledge building, process strengthening, information management, communications and management. This support is highly valued by PICs. MBIE have also been effective communicators and relationship builders, often going beyond their remit to help PICs and employers. If a broader scope towards labour mobility was initiated in a redesign, this would be valued by PICs and it would allow MBIE to address governance challenges in PICs which have implications for the sustainability and impact of the RSE Policy. Furthermore, by expanding the scope of SPP to address the reintegration issues faced by workers, MBIE could help to generate more sustainable economic benefits for PIC communities and alleviate some concerns in regards to social issues (real or perceived) associated with the RSE Policy in PICs.

Overall, SPP is considered good value for money: it is an efficient and cost effective programme that helps to generate considerable returns for New Zealand and PICs. Employers and MBIE stakeholders benefit considerably from the programme. There is potential to leverage contributions from employers and MBIE to either (a) scale up the programme, or (b) reprioritise MFAT resources to other complimentary areas if needed. This might include the addition of local development activities aimed at supporting returning/repatriated workers and their communities; streamlining remittance-sending; and establishing channels for retirement saving.

MBIE support for LSUs delivered through SPP has resulted in tangible outputs for countries including marketing websites and worker databases. By enhancing capacity of LSUs, SPP via MBIE is contributing to the impact of the RSE policy, described as a 'triple win' that (i) benefits New Zealand, through filling labour shortages; (ii) benefits Pacific states, through the provision of employment for a larger proportion of their populations; and (iii) benefits Pacific RSE workers, through increased earnings. However, MBIE can better assess the outcomes of the SPP activities, capture and share

emerging best practices and account for unintended consequences. Thus, there remains an opportunity for MFAT and MBIE to strengthen monitoring and evaluation (M&E) systems for the SPP programme, especially in terms of outcome data collection and use. There is also an opportunity for MBIE through SPP to support M&E and research in PICs to capture some of this evidence as well as country specific outcomes.

In redesigning the SPP programme, there is a need for the development of more comprehensive results model which reduces the number of goals and establishes clear and achievable end-of-programme outcomes and causal pathways. There is also scope for the programme to more clearly define and address sustainability issues, and provide more intensive support to countries, such as Kiribati, who struggle with distances, communication infrastructure, staff turn over and other challenges.

### ***Vakameasina: Recognised Seasonal Employer Worker Training Initiative***

The Vakameasina programme's goal is to maximise the development benefits of the RSE Policy by providing RSE workers from the Pacific with access to English-language, numeracy, financial and computer literacy, health and life skills training during their time in New Zealand.

The Vakameasina programme responds to worker needs by taking a consultative approach to the development of learning agendas, which enhances its effectiveness. This is further supported by the Fruition Horticulture staff and tutors, who are highly motivated and qualified. The adult learning techniques that they employed resonate well with the workers. Fruition Horticulture has also successfully leveraged host community and employer support for RSE workers, by connecting them with religious and sporting groups for example, which has helped further learning opportunities and supported workers to acclimatize to life in New Zealand. But the programme does struggle to ensure coverage and to ensure worker participation from the beginning to the end of the season. The programme also struggles to address the varying capacities of workers and to take full advantage of employer's offers to provide support to the programme.

The flexible approach to programme delivery adopted by Fruition Horticulture and supported by MFAT has enabled the programme to 'snowball' learning opportunities, which has contributed to strong learning outcomes and enhanced efficiency. But, there remain opportunities to fully explore more cost-effective and potentially far reaching options for training delivery, such as train-the-trainer courses, intensive one-day sessions or webinars, and allowing for the provision of employer driven training. Such additional training delivery options could link with the agendas of workers, employers and PICs, and include cost-sharing arrangements where there is a willingness.

In terms of outcomes, the evidence shows that Vakameasina programme is helping workers to develop the basic skills necessary for negotiating life and work in New Zealand. It brings added value by providing a safe space for workers to learn about New Zealand and discuss issues that arise. As a result of their participation in the Vakameasina programme, workers have improved their literacy, numeracy and communication skills, which has also lead to improved confidence. On their return home, at least some workers have shared their skills with local community development projects, using their skills to secure new job opportunities and/or put their skills to use in entrepreneurial ventures (such as establishing small shops). It remains unknown how many of the trained workers put their skills to use on return to their home country, which skills they use on return and how their

skill development affects their local communities. This can be overcome through the deployment of a more systematic M&E process that seeks to capture longer term outcomes and impact.

In moving forward, the Vakameasina programme could do more to: develop skills that are relevant to the income generation opportunities that exist in specific PIC contexts; integrate more with PIC development agendas and MFAT's country strategies; and, support more skilled workers to extend their skills and become certified or accredited where appropriate. Further, the Vakameasina programme should be expanded to include new training delivery options, take greater advantage of employer's willingness to support the programme (in terms of funds, infrastructure and technical expertise) and aim to implement a more robust M&E system.

## Summary of Key Recommendations<sup>2</sup>

### SPP:

1. Continue to foster productive communications and relationships by providing ongoing assistance to enhance websites, other communication material/systems and opportunities for exchange visits as well as other forums for learning and sharing.
2. Update and consolidate the goals and objectives of the SPP programme to ensure concise and achievable end of phase outcomes, and clear causal pathways. Develop a more robust M&E plan to support programme management and capture robust data on programme outcomes.
3. Facilitate the development and implementation of Labour Mobility Strategic Plans for each PIC, and integrate key elements of these into the New Zealand Aid Programme's bilateral Country Strategies and Joint Commitments for Development.
4. Continue to work through SPP to develop tailored country-specific action plans and support the implementation of these. These plans should be integrated with the Labour Mobility Strategic Plans and retain successful strategies implemented under Phase 1.
5. Develop a separate, more intensive support programme for under-represented PICs and those who struggle with additional and unique challenges.
6. Explore options with key partners to make SPP more cost-effective and sustainable. This could include reviewing the contributions from partners who are benefiting from the programme as well as integrating the system with other PIC labour mobility objectives.
7. Continue to engage LSUs and remittance service providers to cut the cost of remitting cash for workers and to maximise the opportunities for pensions and other savings schemes.
8. Develop a Sustainability Plan clearly defining sustainability for the SPP programme and different strategies for ensuring the sustainability of programme and labour mobility outcomes in each country.

### Vakameasina:

9. Ensure training is more practical in terms of skills that workers can use in their home country by aligning the training modules with MFAT's country strategies and PICs development strategies.

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<sup>2</sup> This is a short summary of the key recommendations. More detailed information on each of the recommendations can be found in blue boxes throughout Findings Section of this report. The numbers correspond to the recommendation numbering in the report.

10. Identify pathways for semi-skilled workers to acquire additional skill development that is recognised by relevant institutions.
11. Expand the modes of training to include a variety of engagement options for workers including pre or post season training programmes, intensive employer supported short courses, webinars, train-the-trainer and/or peer-led training programmes.
12. Explore options for taking advantage of employers' willingness to make contributions to Vakameasina (in terms of funds, infrastructure and technical expertise) and strategically deploy these to support programme activities to expand the programme in a cost-effective manner.
13. Review and expand the outcomes and activities of the RSE Worker Training Initiative to include job relevant skills development, post-deployment PIC relevant skills and the up-skilling of semi-skilled workers.
14. Develop and implement a more systematic M&E Plan to better measure the Vakameasina programme's longer term outcomes and impact.

# 1. Introduction

## 1.1. Background

In April 2007 the New Zealand Government introduced the Recognised Seasonal Employer (RSE) Policy with the aim of improving working standards and ensuring a steady stream of employees for the horticulture and viticulture industries. To facilitate the RSE Policy, the Ministry of Foreign Affairs and Trade (MFAT) developed two complementary wrap-around programmes: Strengthening Pacific Partnerships (SPP) and the RSE Worker Training Programme (called Vakameasina<sup>3</sup>). The RSE Policy has been described as a triple win that: (i) benefits New Zealand, through filling labour shortages; (ii) benefits Pacific states, through the provision of employment for a larger proportion of their populations; and (iii) benefits Pacific RSE workers, through increased earnings.

SPP provides capacity building to Pacific states to implement labour mobility initiatives, including support to implement the RSE Policy. It has been implemented by the Ministry of Business, Innovation and Employment (MBIE) since 2009. SPP centres on (i) providing technical assistance to PICs for RSE; (ii) providing technical assistance for labour export capability and skills development; (iii) improving regional cooperation around Pacific labour mobility; (iv) measuring the economic benefits of RSE in the Pacific; and (v) facilitating opportunities for Pacific labour mobility in new sectors where there are New Zealand domestic labour market shortages.

Vakameasina provides training to RSE workers with the aim of improving their English language skills, numeracy, financial and computer literacy, health and life skills during their time in New Zealand. It has been implemented by Fruition Horticulture, a New Zealand horticulture consulting company, since February 2012. Implementation followed a pilot of the training programme conducted from 2009 to 2011.

## 1.2. Evaluation Purpose

The purpose of the evaluation was to inform a redesign for a second phase of SPP and Vakameasina, by reflecting on the effectiveness, efficiency, outcomes, impacts and sustainability of programme activities to draw out lessons and identify new opportunities, with a view to enhancing labour mobility (and, ultimately, sustainable economic development) in the Pacific. The results of the evaluation will be used by MFAT and its partners to:

- Identify improvements that can be made to managing, implementing and achieving results for SPP and Vakameasina; and
- Inform decisions on how to proceed with a second phase of SPP and Vakameasina, including what the future direction, design and support should be.

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<sup>3</sup> Vakameasina is a fusion of two Samoan words that reflect the concept of receiving a 'boat of treasures'.

### 1.3. Evaluation Scope

The scope of the evaluation included:

- The time period 2011-2015
- The geographic focus of the Pacific (Polynesia, Melanesia and Micronesia) and New Zealand

The scope of the evaluation excluded:

- Pacific island countries not involved in RSE Policy
- The two pilot programmes (construction and fisheries)
- RSE-sending countries not in the Pacific
- The RSE Policy

## 2. Methodology

### 2.1. Detailed Approach

The evaluation used a theory-driven and mixed methods approach. The Kakala method of ‘Pacific world view’ was included throughout to ensure that it was culturally appropriate. Moreover, collaborative and participatory techniques were used in the methodology, such as participatory analysis of results. The following highlights the process of data collection and analysis<sup>4</sup>:

- **Desktop and Literature Review:** The literature review was completed to better understand the relevance of the programmes to New Zealand and Pacific Island Countries (PICs), and to draw out existing data to inform the evaluation findings. It included a review of relevant academic and grey literature.
- **Process Mapping:** Process maps of the worker, employer and SPP pathways were developed during an interactive session with the Steering Committee members (see Appendix 2). The strengths and weaknesses of these processes were also identified during the session. The process maps informed Key Informant Interview (KII) and survey questionnaire lines of inquiry.
- **Key Informant Interviews (KIIs)<sup>5</sup>:** 28 interviews were undertaken with 41 stakeholders including MFAT staff, MBIE staff, Fruition Horticulture staff, employers, workers, industry representatives and Ministry for Primary Industry (MPI) staff in New Zealand. Additionally, New Zealand post staff, partner government staff (including Labour Sending Unit (LSU) staff), development partner representatives, agents and other stakeholders were interviewed in Vanuatu and Kiribati. The KIIs sought to draw out in-depth information on activity implementation and results.
- **Case Studies:** 18 case studies were developed from interviews with 51 workers, employers and community members in New Zealand, Vanuatu and Kiribati. The case studies took a people-centred approach to understanding how SPP and Vakameasina have impacted upon employers, employees and communities. A life-cycle analysis was undertaken across many of these case studies to better understand the entire migration patterns of RSE workers.
- **Surveys of Stakeholders:** A succinct survey was administered to 41 respondents through an online portal to RSE stakeholders, including employers, LSUs, MFAT staff (Wellington-based and post-based), programme implementers, and other stakeholders. The survey results provided an overview of perceptions of the strengths, weaknesses and outcomes of the SPP and Vakameasina programmes, recognising some gaps exist.
- **Summit Workshop:** MFAT and MBIE Steering Committee members reviewed and validated the preliminary findings of the evaluation and identified key lessons during an interactive workshop. The outcomes of this session informed the final report.

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<sup>4</sup> A more detailed explanation of the methodology and approach used for the evaluation can be found in Appendix 1.

<sup>5</sup> A full list of people interviewed can be found in Appendix 4.

## 2.2. Limitations

There were several limitations to the evaluation that should be considered when reviewing the findings and recommendations.

Firstly, the scope of this evaluation was the SPP and Vakameasina programmes, and not the RSE Policy. This created two challenges for the evaluation. Firstly, the RSE Policy exerts a strong influence on the design and implementation of both programmes. Some challenges to the RSE Policy, as noted in RSE Policy Section of the Findings, influence the SPP and Vakameasina programmes and will not be able to be addressed in a second phase despite an expected redesign. Secondly, many stakeholders, especially those based in the Pacific, do not differentiate between the RSE Policy and the supporting SPP and Vakameasina programmes. They often had difficulties talking about specific SPP and Vakameasina activities and outcomes, and reverted back to commentary on the RSE Policy in a more general manner.

Secondly, the focus of this evaluation was on learning for SPP and Vakameasina, consequently the evaluation did not seek to specifically measure the outcomes and impacts of these programmes in any rigorous manner. This limited the evaluation's ability to elaborate more on the results of the SPP and Vakameasina programmes.

Thirdly, for practical reasons, two countries were purposefully sampled for in-country KIIs and case studies. Vanuatu was selected due to its high performance under RSE (Vanuatu sends significant numbers of workers each year to New Zealand), and Kiribati was selected based on its weaker performance (it is newer to the RSE Policy and is challenged to send increased numbers of workers). This sample provided insight into stronger and weaker programmes and is not representative of all PIC experiences. Where possible, generalisations have been made across the SPP and Vakameasina programmes; however in some instances the findings may only be relevant to a specific country or set of countries.

## 3. Findings

### 3.1. Strengthening Pacific Partnership

#### Effectiveness

##### What are the activities' key strengths and weaknesses?

A key strength of the SPP activities implemented by MBIE has been the country-specific approach to capacity building of PIC Ministers, LSU staff and other officials through the development and implementation of tailored country-based action plans. These plans have sought to strengthen country capacity in five core areas – knowledge building, process strengthening, information management, communications and marketing – in keeping with priorities of the RSE Policy. This approach has enabled SPP to adapt to the differing capacities of PIC stakeholders and the PIC preferred approach for recruitment: government, agent or employer led systems<sup>6</sup>. The action planning, in concert with proactive communication and engagement, has helped foster positive and productive relationships with many PIC stakeholders. It has resulted in a number of tangible outputs at LSUs including marketing websites, worker databases and tailored-training sessions. Additionally, Ministerial visits and LSU staff secondments to New Zealand have strengthened PIC officials' understanding of RSE.

*"The process of developing the action plan was useful. It clarified the priorities, even though some points were not met. It would be good to do it again." (Kil, Kiribati Official)*

#### Case Study 1: Apple Grower

*Mr Apple is the biggest apple producer in New Zealand. Over the last season they have brought in over 1,000 Pacific workers for the apple harvest through RSE scheme. Mr Apple's RSE workforce is mixed; made up of workers from several islands, as well as male and female workers.*

*Mr Apple prefer to work with Samoa and Tonga, where they feel that the national Governments take greater ownership of the programme than other PICs and SPP support has been most effective in helping strengthen the LSUs and streamlining recruitment.*

*Mr Apple believes that in addition to bringing in a stable workforce for the orchards and promoting economic growth in New Zealand that the RSE program has resulted in 'real' results for the workers and their home communities; from improved schooling to consumer goods that make their lives better. Additionally, they note that the relationship between New Zealand and the Pacific has improved because of the RSE Policy and SPP. As a result, Mr Apple think that this is the most successful aid programme that MFAT has invested in.*

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<sup>6</sup> Document Review, SPP Action Plans

Another key strength of SPP activities has been investing in relationship building: the MBIE team has been able to foster solid working relationships with other stakeholders including MFAT, employers and other partners. These relationships have enabled MBIE through the SPP programme to streamline key RSE-related processes, including the worker visa application process (by working with the commercial visa service provider TTS to speed up visa processing times, for example)<sup>7</sup> and to leverage SPP as part of broader labour mobility initiatives (to support for the Marine Training Centre in Kiribati with MFAT, for example)<sup>8</sup>. It has also enabled MBIE to work with PICs to address other issues that have arisen during implementation. For example, in response to some behavioural issues among some Samoan workers, MBIE worked with the Samoan Government-led initiative to imposed a policy to stand down villages whose workers were found to have misbehaved or had committed crimes during their working time in New Zealand<sup>9</sup>. Consequently, the support provided to LSUs and other PIC officials by the MBIE team is reported to be highly regarded, in demand and as having established a solid base for many PICs to participate effectively in the RSE programme<sup>10</sup>. It also provided a solid basis for expanding into new sectors in the future.

*“MBIE are knowledgeable and have well established relationships with MFAT and the Department of Labour (in Vanuatu). They run the programme well.” (KII, MFAT Official)*

#### **Recommendation:**

- 1. MBIE to continue to foster productive communications and relationships** with MFAT, employers, PIC officials and other stakeholders. MBIE continues to provide assistance to PICs to enhance websites and other communication material/systems in keeping with PIC priorities and employer needs, and to facilitate forums for information exchanges, lessons and marketing as well as responses to emergencies.

Monitoring and evaluation (M&E) of outcomes is a key weakness of SPP programme. Presently much of the data captured on SPP is output (micro-level) or impact (macro-level) data; there is a ‘missing middle’ in terms of programme outcomes. For example, the 2014/15 Progress Report details the activities and outputs for SPP over the last year, but does not include any systematic analysis of the outcomes of these activities. Conversely, the Remittance Pilot Project Report (2015) provides an analysis of the impact of RSE remittances to Samoa and Tonga, but does not explore SPP’s contribution to this. Using this data, it is impossible to discern the contribution of SPP activities to any broader outcomes or impact, nor are there a breadth of performance stories to draw upon. This limits the ability of SPP to clearly demonstrate its value and, most likely, contributes to the inability of SPP to clearly differentiate itself from the RSE among stakeholders.

The evaluation team believes that the monitoring of country-based action plans, if undertaken in closer collaboration with stakeholders, offers an excellent opportunity to strengthen M&E, generate greater buy-in, promote understanding and moderate PIC expectations. However, given the current

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<sup>7</sup> KII, Vanuatu Government Official

<sup>8</sup> KII, Kiribati Government Official

<sup>9</sup> KII, MBIE Official

<sup>10</sup> KIIs, MTE (2013), SPP Progress Report (2015)

resource allocations and the vast geographical spread of SPP, it is hard to see how any additional support could be offered by MBIE without increasing costs.

Furthermore, the evaluation team believes that consolidating and refining the goals and objectives of SPP would also promote greater clarity in programme outcomes and facilitate more robust M&E. At present there are five goals for SPP; two of which were added following variations to the original Memorandum of Understanding (MoU) in October 2014 and November 2015. These changes do not appear to have been captured in any changes to the SPP Results Framework, and have received disproportionate attention in terms of supporting activities (see SPP Programme Overview in Appendix 2).

#### **Recommendation:**

- 2. MFAT and MBIE revisit and update the design of SPP (programme logic/results framework) and strengthen data collection of programme outcomes.** Update and consolidate the goals and objectives of the programme to ensure concise and achievable end of phase outcomes, and clear causal pathways. The programme should retain one overarching long term goal, which is supported by three or four high-level, but achievable outcomes linked to clear causal pathways. Programme assumptions and principles should also be clearly articulated. Additionally, MFAT should more actively support M&E in keeping with the updated design; including the development of a more robust M&E plan to support the programme. The M&E plan should include a detailed programme logic/results framework, M&E questions, performance measures (rubrics, indicators, etc) and data collection methods. The M&E systems should seek to capture both intended and unintended outcomes, including learning that could be used as the basis for developing best practices and data on social and repatriation issues. MFAT could consider funding a third-party to develop the M&E framework for the SPP (and Vakameasina) programme and/or provide additional resources to strengthen this area (from savings gained through offsetting other costs).

In moving to a second phase, MBIE could explore opportunities for SPP activities to better promote greater equity in the programme (or ‘sharing the love’ as several informants have called it). To date, the LSUs, agents and employers have made limited efforts to promote worker diversity (people from outer islands, women, older people and people living with disabilities). However, it is noted that there is some tension between the desire for greater equity and the efficient recruitment of workers. According to key informants, diverse groups offer different skill sets to employers and are groups who would benefit significantly from participation in the RSE Policy. Some PICs and LSUs have a political interest in ensuring a more equitable selection process that benefits a greater spread of the population. On the other hand, it is more efficient for employers to recruit through communities where they have existing relationships and they can draw on pools of trained and experienced workers. Thus, the employers and existing communities have a vested interest in promoting greater efficiency. While MBIE and MFAT has encouraged LSUs and agents to reach out to different groups (such as female workers), efforts appear to be limited and uncoordinated. A strategy for translating the ‘equity principle’ into action was not seen by the evaluation team and only a handful of countries (Kiribati for example<sup>11</sup>) appear to be actively encouraging diverse recruitment (female workers). In Vanuatu where employers have moved to direct ‘community-based’ recruiting, ensuring

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<sup>11</sup> KIIs, Industry Representative, MFAT Officials and Kiribati Officials

equity may be more challenging as the employers tend to return to the communities where they have established relationships and workers have ‘natural cohesion’<sup>12</sup>.

For some Pacific-based key informants, SPP could also be strengthened by expanding the scope of activities and support. The broad scope of the SPP goals offers an opportunity for MBIE to engage with PICs and LSUs to further each country’s development priorities for labour mobility and strengthen the underpinning governance systems. Despite this, much of the support provided to countries through SPP, is geared toward the effective implementation of the RSE Policy and the recruitment of reliable workers for New Zealand employers.

*“SPP is focused on utilisation of RSE, not general governance” (KII, MFAT Official)*

By recalibrating SPP activities to provide greater support for governance related issues, MBIE through SPP can help PICs to address structural weaknesses that limit PICs ability to take greater advantage of labour mobility opportunities while also establishing a stronger basis for sustainability for participation under the RSE policy. Issues vary from country to country, but include the need for greater transparency and accountability for decision making, ensuring appropriate and consistent resourcing is in place, clearly identifying roles and responsibilities, developing a strategic vision for labour mobility, promoting fairness/equity, ensuring compliance and capacity, and establishing adaptive management practices.

Some PIC stakeholders’ also express dissatisfaction with the database and websites provided by MBIE even though they were engaged in the process of developing them. Some key informants, in Kiribati for example, suggested that the database and website fall short of what was needed for the country as a whole, putting additional burden on the LSU and creating duplications with the Australian programme<sup>13</sup>.

*“The marketing of Kiribati in New Zealand is not strong. The Ministry of Labour (in Kiribati) need help, the website is not good for marketing I-Kiribati.” (KII, MFAT Official)*

It is the evaluation team’s belief that such criticisms stem from a frustration with RSE in general and fears that some countries are being left out. These criticisms can only be adequately addressed if MBIE is able to broaden the focus of SPP activities and is seen to be investing greater effort in developmental outcomes for PICs. This should be done in alignment with the New Zealand Aid Programme’s trade and labour mobility goals and long term outcomes through Country Strategies and Joint Commitments for Development. Alternatively, MFAT could more clearly define the SPP programme as only supporting the RSE Policy - however, the evaluation team believe that to do so would not be viewed favourably by PICs and would risk diminishing the potential and benefits of the RSE Policy and New Zealand’s reputation.

#### **Recommendations:**

- 3. MBIE (with support from MFAT and other relevant in-country development partners) help to facilitate the development and implementation of Labour Mobility Strategic Plans for each PIC and integrate key elements of these into the New Zealand Aid Programme’s bilateral**

<sup>12</sup> KII, Industry Representative

<sup>13</sup> KIIs, MFAT Officials, DFAT Officials and Vanuatu Official

### **Country Strategies and Joint Commitments for Development.**

- a. In countries where Labour Mobility Strategic Plans *do not* already exist, work with PIC stakeholders and development partners to facilitate the development of these (as well as complementary action and simple M&E frameworks if needed). Work to ensure that the strategic plans address the broader needs of PICs, including the need for stronger governance, reintegrate support for returning workers and equity in recruitment process.
- b. In countries where Labour Mobility Strategic Plans *do* already exist, complete a review in partnership with PIC stakeholders to align SPP action plans (See Recommendation 4) more clearly to these plans.
- c. Provide assistance to PICs to develop simple M&E frameworks that support the monitoring of in-country outcomes which are important to the PIC and to SPP.
- d. Where capacity exists, also consider working with stakeholders to develop research agendas that capture data on the perceived social consequences of labour mobility.

The strategic plans should consider in-country horticulture opportunities that have a likelihood of some return, especially where this return could be reinvested to reinforce RSE outcomes such as worker skill development. It is advisable to pilot these activities in a select number of countries before seeking scale-up.

- 4. MBIE continues to work through SPP to develop tailored country-specific action plans and support the implementation of these.** These plans should be integrated with the Labour Mobility Strategic Plans, as well as the bilateral Country Strategies and Joint Commitments for Development (see Recommendation 3). MBIE should continue to provide assistance to implement successful activities from Phase 1 where there remains a demand, including support for Ministerial visits, the secondment of PIC officials to New Zealand, compliance training, the development of marketing plans, improved communications, database management and information management. Additional activities that align to national priorities as outlined in Labour Mobility Strategic Plans should also be considered for inclusion, such as expanded support for the reintegration of returned workers and strengthening governance systems. As should activities that capitalise on new and emerging labour mobility related opportunities in-country, including the linking of New Zealand employer and other partner technical assistance to in-country horticulture projects.

### **What enabled or constrained effective implementation?**

Several enabling factors have buoyed SPP implementation. The ‘triple win’ of RSE Policy in terms of benefits for workers, PICs and New Zealand, is clear and well documented. That is (i) up to \$41 million of remittances sent home per year, (ii) 44,400 Pacific workers who come to New Zealand, averaging \$5,500 each that they bring home, and (iii) filling temporary labour shortages in New Zealand with 81% of employers able to employ more New Zealand workers with 47% expanding their businesses. This has enabled SPP to shore-up political commitment from senior officials and elected representatives in PICs and has given New Zealand officials, including those implementing SPP, greater leverage and access to Pacific partner officials.

Culturally, MBIE has also been able to find common ground with many partner Governments and use this to mutual advantage to develop and deliver culturally relevant capacity building. Where there has been existing PIC and LSU capacity, the action planning approach adopted has worked well.

*“Fiji is performing well, despite coming to the programme late, because they have been able to set up and maintain systems.” (KII, MFAT Official)*

On the other hand, where there has been a lack of capacity in LSUs, especially where this has been coupled with a high staff turn-over, MBIE’s approach has not gathered as much traction. For critics, the reasons for this lack of traction lie in the inability of MBIE to adequately adapt their approaches to the cultural diversity and needs of specific Pacific countries. This is especially true for countries such as Tuvalu and Kiribati that are either constrained by size, transport, communication technology, and distance; who may not readily understand MBIE’s ‘business’ approach; or who also entertain greater expectations of both SPP and New Zealand’s support for the RSE Policy<sup>14</sup>.

*“Kiribati does not have the critical mass that other countries have in terms of numbers to make the programme work by itself.” (KII, MFAT Official)*

Whatever the reason, it is clear that the different countries are at very different stages of development and have differing abilities and constraints affecting implementation of SPP directly and the RSE Policy more broadly. Each country requires a unique approach and levels of engagement from MBIE. Lower capacity, staff turn-over and other constraints can, to some extent, be anticipated and mitigated by MBIE.

*“(SPP) requires greater resources and support needs to be tailored to match LSU’s capacity” (Survey Respondent, New Zealand Government Official)*

The Australian Department of Foreign Affairs and Trade (DFAT) has developed a more intensive support programme for the Micronesian states called the “Pacific Microstates – Northern Australia Worker Pilot Program”. This programme aims to complement their Seasonal Worker Programme while addressing a shortfall of workers in northern Australia and, though in its infancy, may offer some lessons for MBIE and MFAT in ways of intensifying support for more marginalised countries.

#### **Recommendation:**

- 5. MFAT and MBIE develop a more intensive support programme for under-represented PICs and those who struggle with additional and unique challenges.** This programme could complement other SPP activities and embrace partnerships with other development partners (e.g. World Bank, DFAT). Prior to design and piloting, MFAT and MBIE should engage with DFAT to better understand their experiences under the “Pacific Microstates – Northern Australia Worker Pilot Program”, to explore opportunities for partnerships, coordination and the pooling of resources.

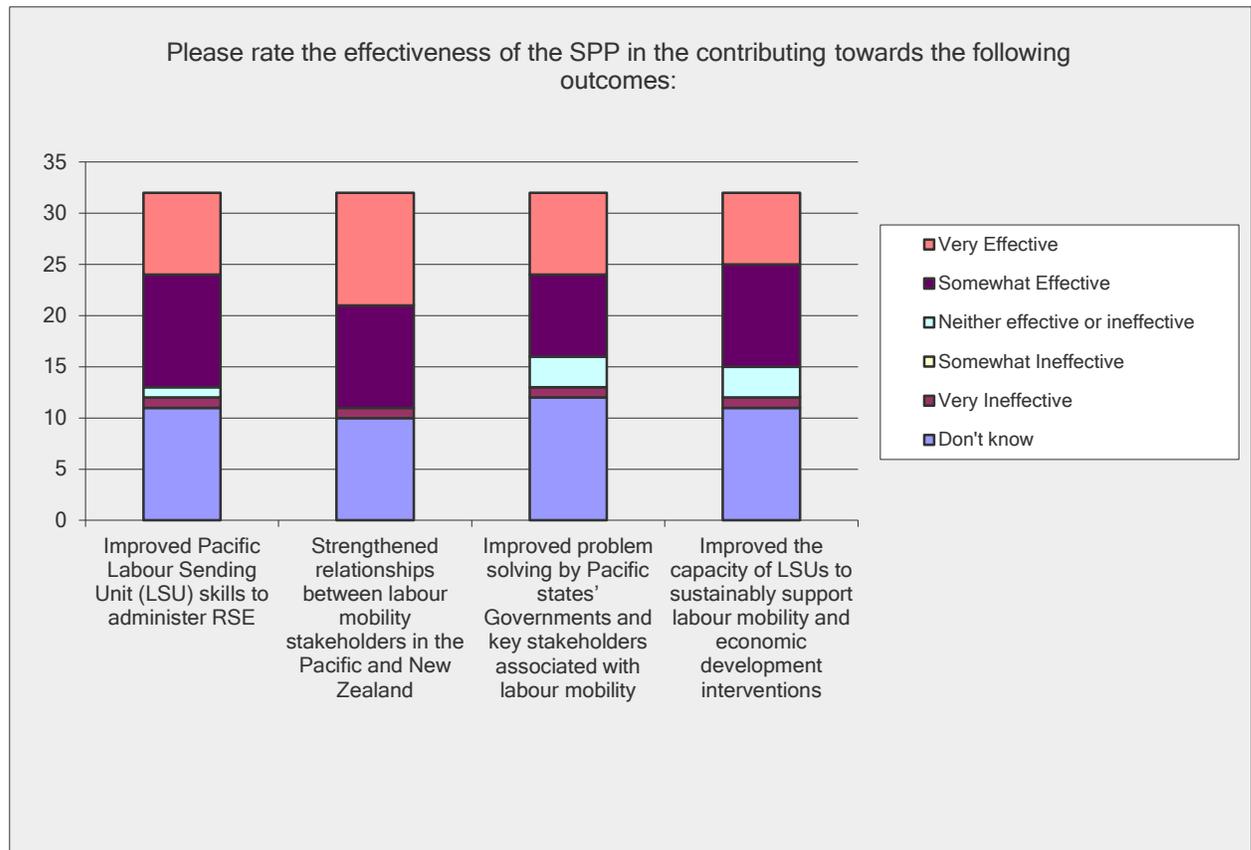
#### **How well was the programme managed across the range of stakeholders involved?**

On the whole, MBIE’s Pacific Labour and Skills team manages the project well and is meeting the deliverables of the contract.

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<sup>14</sup> KIIs, MFAT Officials

*“RSE would not have been successful and would not run anywhere near as effectively if it was not for SPP. SPP has enabled RSE to expand and improve the livelihood of thousands more Pacific workers and their families.” (Survey Respondent, New Zealand Government Official)*



**Figure 1: On-line survey responses rating SPP effectiveness**

According to survey respondents (see Figure 1 above) they pro-actively engage with the PICs in a strategic manner and have:

- improved Pacific LSU skills to administer RSE;
- strengthened relationships between labour mobility stakeholders in the Pacific and New Zealand;
- improved problem solving by Pacific states' Governments and key stakeholders associated with labour mobility; and,
- improved the capacity of LSUs to sustainably support labour mobility and economic development interventions.

However, some reservations about SPP management persist, especially in terms of the amount of support offered.

*“One Pacific relationship manager across all PICs results in limited support. This limited capacity to support LSU's impacts on MBIE's ability to improve capability. Annual trainings are not enough time to bed in processes and procedures particularly in the further flung PICs where there are significant issues.” (Survey Respondent, New Zealand Government Official)*

MBIE is also credited by key informants with strengthening relationships with MFAT as well as other New Zealand based stakeholders, which has facilitated improvements for RSE and responded to issues that have arisen. In response to Cyclone Pam, for example, the coordination and communication between MFAT, MBIE and PICs was reported to be excellent, as they facilitated support for affected communities. Employers who had workers from those affected communities also contributed to the response.

In terms of MFAT's role in managing the contract of MBIE, there is scope for some improvements. A small but vocal number of key informants suggested that MFAT was not doing well in terms of ensuring compliance from MBIE for the quality of key deliverables, such as the PIC website and databases. Further it was perceived that MFAT did not hold MBIE to the same level of accountability to non-government partners in terms of gender requirements and M&E for programme implementation. Vakameasina, for example, has a clear gender requirement that it is required to fulfil; such conditions are not present in MBIE's MoU.

## Efficiency

### Does SPP work alongside partner government initiatives to maximise RSE?

Overall SPP is considered efficient and cost effective to the extent that it is a relatively inexpensive programme, costing approximately \$1 million per annum plus administration costs to implement, according to the SPP MoU and Progress Reports. Through the SPP investment, MFAT is able to contribute directly to a range of outcomes related to the RSE Policy, and indirectly to the New Zealand Aid Programme's overall goals as well as the development goals of the PICs.

By working with other partner government initiatives within the space of trade and labour mobility, SPP could be even more efficient and cost effective. Key informants note this could be improved particularly by broadening the scope of SPP support to better align to PIC development potential that is likely to lead to greater returns for example<sup>15</sup>; reviewing the implementation approach via MBIE and/or private enterprises contributing resources in proportion to the private benefit of the programme, for example; and expanding the economies of scale and scope of RSE to create an efficiency dividend such as through the inclusion of fisheries, construction or other potential sectors, such as nursing, aged care and tourism.

### Recommendations:

- 6. MFAT explore the options for enhancing the cost effectiveness and sustainability.** Review different funding options for SPP – private contributions (from employers and others), MBIE co-financing, PIC co-financing, privatising LSU functions, user pay services for add-on worker services and/or earmarking the some the income tax revenue from RSE workers to provide ongoing support. Additionally, MBIE and MFAT should continue to explore opportunities for piloting and scaling-up the use of Pacific workers in other sectors based on the experiences from the Fisheries and Canterbury Trade Initiatives. Other sectors for consideration may include nursing, aged care and tourism.

<sup>15</sup> The evaluation team notes that two pilot projects, one in Tonga and one in Samoa, have been pursued towards this outcome, however, data was not made unavailable on the outcomes of these programmes.

## What process improvements can be identified to enhance the efficiency of the SPP programme?

Enhanced efficiency could be achieved through a revised cost-sharing arrangement between MFAT, MBIE and employers. As mentioned in the previous section, different scenarios could be explored to offset the costs of SPP implementation for MFAT and better reflect the benefits that each group accrue from SPP.

*“There is potential for MBIE, industry groups or industry to contribute more in terms of reflecting the benefits that they are getting. This could free up MFAT resources to fund more aid/other support in-country with PICs.” (KII, MFAT Official)*

Some key informants have suggested that privatising the recruitment processes in PICs would also facilitate greater cost efficiency for SPP, as this would take some of the more burdensome processes for RSE out of LSU hands, allowing MBIE to focus on less intensive processes and, thus, less intensive capacity building (such as monitoring agents/employers and collecting worker data). For example, in Vanuatu, where the recruitment is undertaken directly by New Zealand employers or through employers’ agents, the LSU plays more of a ‘watch dog’ role. In Kiribati, on the other hand, the LSU is deeply involved in the recruitment, selection and pre-departure preparation processes. Consequently, current capacity requirements at the Kiribati LSU are much more intensive. In this manner Kiribati suffers from two efficiency challenges that are not faced by Vanuatu; (i) the limited number of flights and communication infrastructure that makes communication and travel inefficient, and (ii) the need for greater support to the LSU makes capacity building efforts less efficient. For these reasons, it is the evaluation team’s belief that, given the challenges faced by Kiribati, to advocate for the privatisation of the recruitment process in *all* countries is politically and programmatically risky. Further, that if such an agenda is pursued, it would ramp up costs in the short-term, as careful planning, engagement and management would be required to transition Kiribati and other countries in similar positions. This would involve several intensive missions. Moreover, this privatisation may be achieved with little guarantee of success in the long term. Thus, the privatising of recruitment process for RSE workers in PICs should be considered on a case by case basis (see the Sustainability Section for further discussion of this issue).

Broadening the scope of action plans to be more comprehensive offers a better option for enhanced efficiency. Where action plans can be linked to in-country support from MFAT and other institutions or organisations (including local institutions and the Australian aid programme) there will be less need for MBIE to fly people in and out for short periods. Moreover, by linking the action plans to local agricultural and horticultural opportunities, employers may also be able to step up in-country support through greater investment or technical support, in keeping with PIC development priorities, and offset some of the costs for SPP.

Remittances and reintegration are other process areas that could be explored for enhanced efficiency. In terms of remittances, MBIE, MFAT and PIC Governments have already initiated action in some countries by reaching out to the remittance service providers (including ANZ Bank and Western Union). In some cases this has resulted in a decrease of fees and the offering of tailored services for workers.

*“The Mission (in Vanuatu) and the Ministry of Labour (in Vanuatu) have been working with ANZ to develop tailored services for RSE workers. ANZ cut the fee from \$15 to \$7. ANZ are developing a ‘Go Money’ App*

*to facilitate a smoother transfer of funds which can be downloaded by the RSE workers on their smart phones. Smart phones being one of the first things RSE workers buy.” (KII, MFAT Official)*

This offers examples for other countries to follow. There is also scope for MBIE to negotiate with service providers in New Zealand to help facilitate more efficient transfers.

In terms of reintegration, MBIE and MFAT could explore options to assist workers to invest in national provident or retirement funds, and other savings and investment options. In some communities, returnee workers already pool money to implement social and/or economic development projects that support their community. In Vanuatu, for example, workers have applied to the New Zealand High Commission’s Small Development Fund to co-finance projects such as the installation of water tanks in rural communities, aligning with MFAT’s water and sanitation agenda for the country<sup>16</sup>. Thus, there is potential to help establish more structured arrangements for the pooling of resources to implement projects and savings programmes.

#### **Recommendation:**

- 7. MBIE and MFAT continue to engage LSUs and remittance service providers to cut the cost of remitting cash for workers and to maximise the opportunities for pensions.** The current cost of remitting cash from New Zealand to PICs by workers is a considerable percentage of their salaries. Alternative mechanisms, such as fee-free contributions to national pension funds<sup>17</sup>, may reduce the cost of cash transfers while also increasing the saving rates of workers. These activities should be included in PIC labour mobility strategic plans and updated action plans.

## **Relevance**

### **How well has the programme supported the needs of employers in New Zealand?**

SPP supports employers’ needs indirectly through PIC stakeholders. In general, employers are satisfied with the support from MBIE through SPP. The RSE Policy is providing them with access to a productive and reliable workforce and SPP helps with this by enhancing labour-sending countries’ capacity to more efficiently send workers.

*“...without SPP, we would simply walk away from countries like Tuvalu – without New Zealand support, these countries are too difficult to work with” (Employer quote in SPP Progress Report, 2014)*

Different employers prefer different recruiting methods: some prefer to recruit directly, others through agents and others through the PIC Government. Increasingly, however, many employers prefer to recruit directly from PICs.

*“Employers have moved away from the worker ready pool. They prefer community-based recruitment. Recruiting from one community allows for ‘built in pastoral care’ as workers are with people they know*

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<sup>16</sup> KII, MFAT Official

<sup>17</sup> Some PICs have national pension funds which include compulsory contributions when working domestically, though are not included for work abroad or remittances. Other PICs have no established systems. Each PIC would need to be reviewed individually with a bespoke solution.

*already and they have people to talk to on return. They can leverage community relationships to make recruitment easier and reduce conflict. There is 'bigger bang for their buck' using this style of recruiting." (KII, Employer)*

This presents some challenges for the SPP programme and the PICs. Especially, for PICs such as Kiribati where the Government exerts considerable control over the recruitment process and is reluctant to cede this to the market<sup>18</sup>. Managing this divergence in interests will become increasingly important for MBIE in the coming years. In contrast, in Vanuatu, where the Government facilitated employer-driven recruitment, there is an increasing expectation from the employers that MBIE will facilitate and work to improve PIC administrative procedures (helping to install credit card facilities at LSUs or reducing the amount of paper work for applications, for example)<sup>19</sup>.

MBIE via SPP has also helped to establish relationships between employers and PICs by facilitating PIC ministerial visits, supporting participation in RSE Employer Conferences and working with countries to improve their marketing. The initial point of contact is critical for establishing and developing relationships between employers and PICs. However, some employers report being underwhelmed by the marketing of some countries<sup>20</sup>. Conversely, other PICs are being pro-active and have taken marketing further by developing plans to market the skills and attributes of sub-groups to different employers (aligned to their needs). This provides opportunity for MBIE to offer additional support and to share lessons between countries in terms of marketing.

### **Has the programme maximised the benefits for Pacific Island communities?**

SPP is relevant for PIC communities and has resulted in some clear benefits for these communities (see Outcomes and Impact Section below). The SPP programme supports the implementation of the RSE Policy and indirectly supports the opportunity for community members to work in New Zealand, earn higher salaries, enhance their standard of living and contribute to local development. The visits, secondments, websites, databases and training provided to LSUs, have helped strengthen the LSUs and this has facilitated RSE which, in turn, has empowered the workers to make decisions about their own development and that of their communities.

*"RSE is good. It flows straight to the grass roots (of the community). The money is well spent" (KII, RSE Worker Vanuatu)*

However, there remain opportunities to further maximise these benefits and address some of the inequities present. One option would be to support horticulture and other development projects that take advantage of the skills that the workers develop. For example, in Samoa and Tonga, SPP has worked with Government Officials to undertake pilot horticulture skills development projects aimed at enhancing worker skills and local horticulture. Using this model, the relevance of SPP and the benefits to PIC communities could be enhanced to better support PIC broader labour mobility initiatives and development outcomes, thereby offering additional opportunities to PIC communities to address real needs and develop additional locally relevant skills.

*"The programme could be better tailored to the needs of the Pacific. Vanuatu for example needs to move beyond RSE and remittances to look the bigger picture terms of development - to address the priorities of*

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<sup>18</sup> KIIs, MFAT Official, Kiribati Official

<sup>19</sup> KII, Employer

<sup>20</sup> KII, Employer and MTE (2013)

*the country and ensure tangible outcomes and responsiveness to all of the islands, not just Efate. They (the Vanuatu Government) need to think 10 years ahead instead of what is needed right now – they should be aiming for healthy, wealthy and educated people. Vanuatu needs to put their foot down and demand what they want in keeping with their own priorities – there needs to be greater focus on rural communities and food security – to move towards mass production of crops in Vanuatu for the population.” (Kil, Vanuatu Official)*

Benefits could also be further enhanced by MBIE working more closely with PIC officials through SPP to pay greater attention to the (perceived or real) social consequences and inequities that have arisen from RSE Policy implementation. LSUs could be better supported to research and address some of the perceived social consequences related to the RSE Policy and to identify diverse, yet qualified, potential workers for areas not presently being targeted. This includes for example people from outer islands, women, older people, and people living with disabilities.

## **Outcomes and Impact**

### **What impact has the programme had on individuals, Pacific island communities, and the broader Pacific labour market?**

As the RSE programme enters its tenth year, the long term effects of sending abroad a significant percentage of the working-age population are beginning to be felt at the community level in some communities. This presents an opportunity for SPP to work more closely with PICs to research and implement activities aimed at strengthening the reintegration of workers and addressing some of the social issues that PIC communities associate with the RSE Policy. This topic lacks a clear evidence base and may vary across PICs, however was raised repeatedly by a wide range of key informants, emphasising a strong concern among stakeholders. It was also flagged by the mid-term evaluation and has been the subject of inquiry for several academic works. Some of the social issues linked to the RSE Policy have included parent absenteeism, domestic violence and increased divorce rates. These issues have the potential to have negative effects on local communities, and thus should be taken seriously by MFAT and MBIE. MBIE has started making moves towards addressing some of these issues by including them as items to be followed up in several country action plans; however, it is unclear from the data provided and the countries visited for this evaluation if any substantive programmes have been implemented to date or if the in-country stakeholders have sufficient skills or knowledge to pursue such programmes effectively. Consequently, there remains a need to better understand and pay greater attention to these issues and to work with PICs to identify practical solutions.

*“SPP needs to continue and to have more of a focus on reintegration of workers back in their communities after lengthy absences overseas. There is scope for considerably more engagement with the communities that provide workers, and the impacts that seasonal employment has on social and economic activities of families and rural communities in the islands.” (Survey Respondent, New Zealand Government Official)*

Some workers and communities have begun implementing their own schemes in response to these issues. One worker in Vanuatu, for example, has established 'Strengthening Seasonal Family Programme', funded by contributions from fellow Ni-Vanuatu RSE workers and implemented by his wife (see Case Study 1 below). The programme provides counselling and practical support to workers' families while they are in New Zealand. Other communities have adopted 'community

pledges'<sup>21</sup> whereby workers, community chiefs and their families make agreements on how they will behave and what they will give back to the community before workers depart for New Zealand. Although it is not clear the degree to which these initiatives have been successful, they do offer an avenue for community-driven responses that provide an opportunity for learning and replication.

### **Case Study 2: Ni-Vanuatu Fruit Picker (male)**

*F has been involved with the RSE since the first days of the programme in Vanuatu. He has gone back to New Zealand every year for the last 10 years and worked in a number of different locations across the country. Due to his experience he has been made a supervisor by his employer. This allows him to earn a little more cash, but also comes with added responsibilities. F enjoys mentoring the new and younger workers; helping them to settle in by regularly providing counselling to them and making sure that they stay connected with their families back home.*

*After a few years of working in New Zealand F and his wife, a teacher, realised there was a piece missing from the RSE programme: support for the wives and children left behind in the islands. They decided to do something about it and set up the 'Strengthening Seasonal Family Programme'. Through this programme the women and children of seasonal workers can access counselling and other support (financial and guidance). The small community-based programme is supported by the RSE workers themselves at the moment, but F hopes that the employers and the New Zealand or Australian Government would be willing to fund an expansion of the programme. He says that the programme gives many of the workers 'peace of mind'; knowing that their families are being looked after while they are abroad. This is especially important for families who have moved their families from the outer islands to Port Vila, and away from traditional support networks. F believes that without such a programme, issues will arise in local communities due to the absence of fathers for extended periods; drugs, crime and school drop-outs.*

Key informants could readily speak of the RSE Policy outcomes in general, the 'triple win', and could also identify specific outputs of the SPP and Vakameasina programmes (training attended, databases, websites, Government visits), but often struggled with the outcomes and impacts of SPP. Some respondents did acknowledge improved capacity at the LSUs which has enhanced recruitment, marketing and remittance tracking.

*"The SPP (implemented by MBIE) has strengthened the relationships between several components of the complex system that comprises the RSE Policy. The SPP is implemented by Pacific Islanders who travel extensively in the region and who have contributed to building closer links between officials in the LSUs and MBIE's Pacific Labour and Skills Section, between employers and senior officials and politicians in the islands, and between officials in the islands and members of national and regional agencies in New Zealand that are active participants in the RSE Policy." (Survey Respondent, New Zealand Government Official)*

MBIE progress reports notes improved legislation, policy and processes, improved LSU capability and capacity, and improved programming as a result of SPP and provides specific examples to demonstrate this.

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<sup>21</sup> KII, Vanuatu Community Representative

## Has there been any positive or negative unintended consequences of the programme?

One positive unintended outcome noted by the evaluation team that can in part be attributed to SPP specifically has been the strong relationships that have formed between employers, PIC Governments and PIC communities. In the wake of Cyclone Pam, these relationships were leveraged to help affected communities, and were widely acknowledged by key informants.

*“The people to people links that the programme has generated have resulted in good outcomes for communities and become an important feature of the programme. This was particularly evident after cyclone Pam – financial support, goods and containers were sent over from New Zealand.” (KII, MFAT Official)*

## Sustainability

### Are the benefits of the programmes likely to be sustainable?

Under Phase 1, MBIE and MFAT have largely been interpreted sustainability as meaning that the RSE programme can function with no or limited support from the New Zealand Government. Accordingly, there has been a focus on winding back support from LSUs and PICs with the expectation that once capacity has been built at the LSU, the programme will be largely self-sustainable. This approach appears to have been largely effective in Vanuatu and Samoa, where agents and employers have established relationships with communities that supply workers and local government officials; there are fewer logistics challenges; and, there is a solid understanding of the RSE Policy. However, this understanding of sustainability is not shared by all partners. For example, in-country partners in Kiribati and Vanuatu indicated that sustainability should be viewed in terms of country outcomes (i.e. sustainable development).

If MBIE and MFAT continue to define sustainability in terms of withdrawal, then advocating for the shifting of RSE recruitment responsibilities to the private sector (employers and agents) in all PICs is the most appropriate approach. However, the evaluation team caution against adopting such an approach for all PICs. It is likely that the privatising of recruitment functions will work well in some PICs where conditions are favourable (i.e. the overheads of running the programme for agents and employers can be readily recouped). Such favourable conditions are not present in all PICs: Kiribati, for example, is especially challenged by distance, poor communication infrastructure, language and a limited cultural understanding of western private sector approaches. This country, and others like it, will need an alternative pathway, at least for the foreseeable future, to continue engaging in RSE. Thus a ‘one size fits all’ approach to sustainability is not recommended.

It is noteworthy that the employers who have committed to recruiting from Kiribati under the RSE Policy express a sense of loyalty and commitment to helping the island and the people<sup>22</sup>. This support might be leveraged in different ways to help support sustainability; possibly through contributions to the LSU in terms of resources and technical skills (such as training and marketing). This option may also be explored for countries, such as Vanuatu, looking to take labour mobility to the next level through the decentralisation of RSE recruitment (that is, the selection process, visa applications, medicals, and so on).

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<sup>22</sup> KII, Employer

The development of a sustainability plan provides an excellent opportunity for MBIE and MFAT to clearly articulate, in partnership with PICs, a shared understanding of sustainability and to identify what is realistic for each country. This would enable SPP to provide broader governance support and labour mobility efforts that will have a greater chance of enduring, and to offer different pathways for countries based on their need.

#### Recommendation:

- 8. MFAT and MBIE develop a sustainability plan for SPP** clearly defining sustainability for the SPP programme, the current context and strategies for ensuring the sustainability of programme and labour mobility outcomes in different countries (e.g. privatising recruitment functions, providing greater technical support on governance functions). The sustainability plan will need to offer alternative pathways for different countries. Participation and engagement of PICs in the plan development will also be important. Key actions from this plan may be incorporated into Labour Mobility Strategic Plans and action plans.

#### To what extent can the activities be improved to build local capacity in the long term?

How activities are improved to build local capacity in the long term will depend on how MFAT decides to define sustainability. If MFAT via the SPP programme encourages the privatisation of the recruitment process and rolling back support for LSUs, less effort will be required to strengthen LSU capacity, as it is expected that the private institutions will take up these issues. However, if MFAT is to re-emphasise the developmental objective of the programme, it will need to consider how they will continue to provide support to the LSU in the face of the institutional challenges which persist – including poor resourcing within LSUs, low prioritisation of LSUs by PIC governments and ministers, restructuring and absence of senior officials and ministers – which have the potential to undermine efforts to strengthen LSUs. Thus, the evaluation team believe to improve capacity of the LSUs in the longer term, MBIE should focus more on the specific under-pinning governance issues that are relevant in each country, including issues of strategic visioning/planning, accountability, transparency, compliance, resourcing and adaptive management.

#### Summary of Findings

The ‘triple win’ of the RSE Policy is evident in the communities visited by the evaluation team and SPP is clearly helping to facilitate the implementation of the policy, by strengthening LSU capacity to send workers to New Zealand.

*“...we have seen a real improvement in the level of service delivery provided by PICs. They are more responsive to employer requirements and more professional in their approach. The abilities to manage a migratory programme like RSE are definitely on the rise” (Employer quote in SPP Progress Report, 2014)*

But the goals of SPP are broad and ambitious. While overall there are many strengths and positive impacts that have been achieved, there remain several areas for improvement that can be addressed in Phase 2 of SPP; building on the solid foundations that have been established under Phase 1.

It has been difficult to assess the specific outcomes and impact of SPP based on existing data. The M&E framework and data collection on the outcomes for SPP requires improvement. However, the evaluation has identified common themes. The first theme is that SPP would be more effective and efficient if it had a broader vision than the RSE policy. That is, if labour mobility support were more holistically applied under SPP a stronger emphasis on PICs', as distinct from New Zealand's, priorities. Secondly, expanding the scope of SPP to address reintegration issues of workers would generate more sustainable economic and social benefits for communities. Thirdly, that relationships building has been very important. The relationships that have formed between employers and communities, facilitated in part by SPP, have been a positive unintended outcome which were leveraged to great effect in the wake of Cyclone Pam.

For the amount invested in SPP, the programme is considered efficient and cost effective. There are considerable returns from the programme for New Zealand and PICs. There is also potential for MFAT to offset their own costs for the programme, by facilitating contributions from employers, MBIE and others who benefit from the programme. Such offsetting would enable MFAT to re-allocate resources to broaden the scope of activities or invest in areas of need (such as M&E and support for the repatriation of workers).

SPP continues to face several constraints, including the capacity of LSUs, staff turn-over within LSUs and logistical issues (such as communication infrastructure, flights and distances for some PICs). MBIE can anticipate and better manage many of these issues: first by articulating them more clearly in the programme logic or results framework and then by addressing them more thoroughly through enhanced programming. It can be expected that institutional and governance challenges in PICs and broader labour mobility challenges will continue to hamper sustainability efforts and capacity building but the development of a strategy to address sustainability will go some way to remediating this situation.

## Vakameasina: RSE Worker Training Initiative

### Effectiveness

#### What are the activities' key strengths and weaknesses?

A key strength of Vakameasina implemented by Fruition Horticulture has been that the tutors and volunteers are motivated and suitably qualified to deliver the basic skills training packages. They deliver the training using an adult learning pedagogy and seek to be culturally sensitive. This appears to resonate well with the workers, many of whom have had limited or rigid educational opportunities.

*“Vakameasina coordinators have taken this training scheme further than just simple literacy training and incorporated practical life skills education that is relevant to RSE workers everyday lives in Vanuatu. Meeting needs of students in such innovated ways is a credit to the programme and shows a partnership with not only New Zealand growers but with the workers from the Pacific whose voices are often suppressed in policy implementation. These innovative training methods and courses make Vakameasina meaningful.” (Bailey, 2014)*

Consequently, the training goes some way to meeting newer workers' immediate needs, especially in terms of language development, money management, food preparation, information technology use (phones, computers) and communication skills (see Figure 2 and Case Study 2 below). The programme was reviewed by the New Zealand Qualifications Authority and was well rated.

#### Case Study 3: Ni-Vanuatu Fruit Pickers (2 x males)

*Through Vakameasina - the workers' training programme - D and E have learnt many new skills that have helped them to adjust for work in New Zealand, including English, health, first aid, computers and the internet. But the most useful for them has been learning about savings and small business.*

*Through their savings they have been able to better provide for their families back in Vanuatu, paying for schooling for their kids and buying items for their homes. Additionally they have invested about a tenth of their pay into community and church projects. These projects aim at improving the well-being of their local communities. On an individual level, E has used his savings and small business skills to support a small shop that his wife runs. D's wife also works in New Zealand through the opportunity afforded by RSE Policy and together the couple have been able to buy some land with their savings, on which they intend to build a rental house to sustain a future income.*

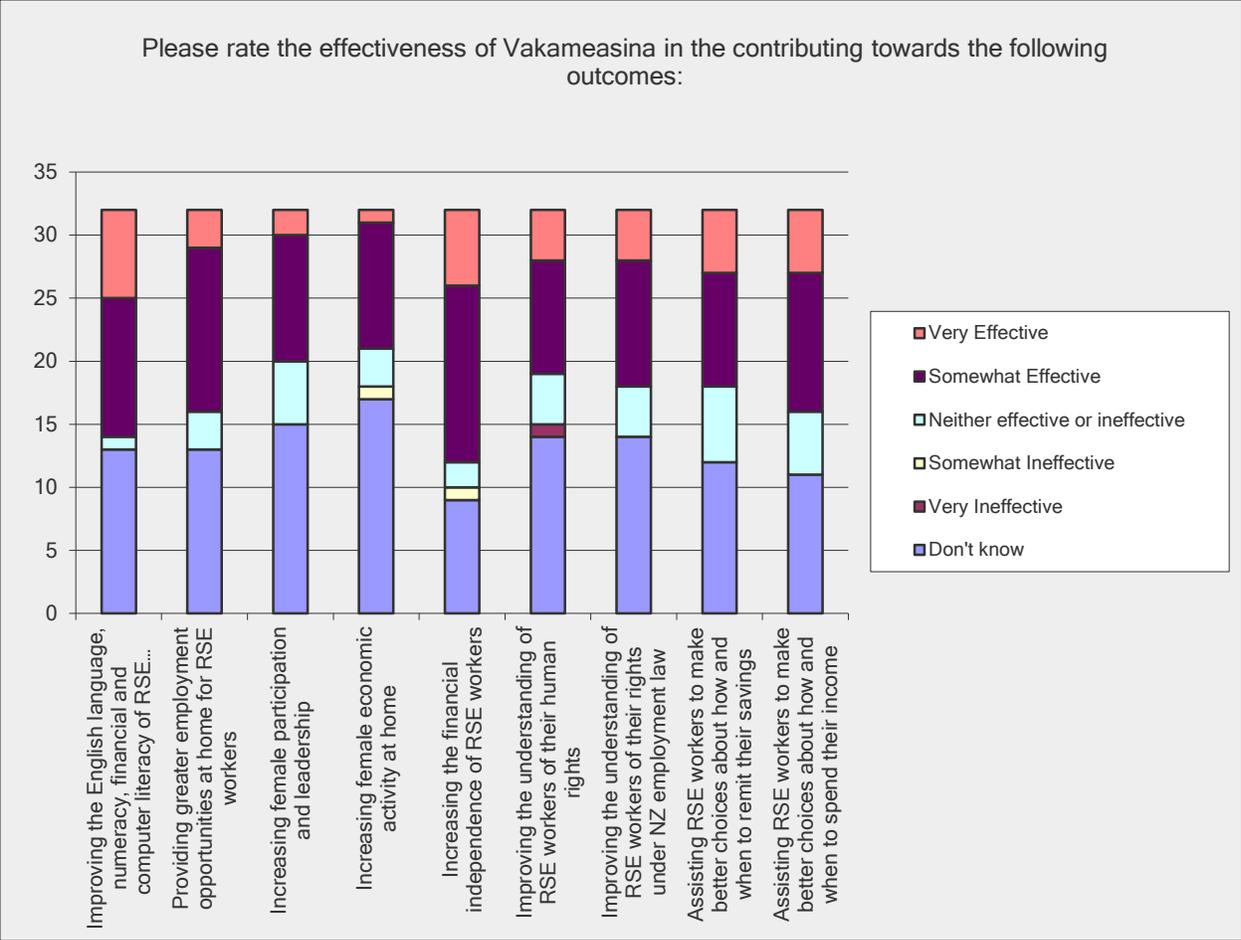


Figure 2: On-line survey responses rating Vakameasina effectiveness

The programme also provides a safe, culturally sensitive space for workers to engage with New Zealand people, with no hidden agenda and an opportunity to discuss the challenges that they face living and working in New Zealand.

*“Vakameasina is good. It has helped the boys grow in confidence. The budgeting course is really good! It has helped the boys to learn how to save their money better. It is good opportunity to talk and learn.” (Kil, PIC Worker)*

On an implementation level, several key informants, including Vakameasina staff and RSE workers, noted that maintaining class attendance throughout the season was a key weakness in the current activity delivery. Many suggested the major reasons for workers dropping-out was due to increased levels of fatigue from increasing intensity of work as the picking season progresses. However, one Francophone participant reported that he stopped going to training because he struggled to keep up with the language, suggesting that other factors may also be at play. Fruition Horticulture does not currently capture information on drop out rates and reasons, so the extent of this issue is unknown.

However, Fruition Horticulture struggles to ensure that Vakameasina is accessible in all the regions of New Zealand where there are recognised seasonal workers working, largely due to budget

limitations and the need for cost-effective delivery mechanisms. Consequently, the programme is limited in its reach.

*“Vakameasina is not offered in all areas. There is no Vakameasina in central Otago for example. Most RSE (workers) want to go to Vakameasina, but not all get the chance.” (KII, Vanuatu Agent)*

At a design level, Vakameasina is also weakened by its limited links to the PIC sending countries and the general development agenda that the RSE Policy (and by implication Fruition Horticulture) is seeking to address. If workers are to maximise the benefits of Vakameasina, there need to be clear linkages between the skills that they develop in New Zealand and the skills that they will need on return to their home country (to further their personal, family and community development). Thus, there is an opportunity for Fruition Horticulture to link more closely with MFATs broader development outcomes, by aligning the programme more strongly with PICs’ development needs.

*“The Vakameasina programme is incomplete. There is a need to look at the whole lifecycle of the RSE programme and supporting workers at every point (beyond the time in New Zealand).” (KII, MFAT Official)*

At present, the skills developed are determined by the workers themselves, and may have limited application on return and reintegration; workers do not know what they do not know. Through more coordinated attempts to engage PIC Governments, PIC training institutions and other support agencies a broader skill development agenda, based on PIC priorities, could be advanced and worker’s skills developed accordingly. This is especially relevant for workers who have mastered the basic skills needed to negotiate life in New Zealand and are looking to develop more ‘practical’ skills or obtain accredited skills and/or formal qualifications.

*“There needs to be a focus on more practical skill development. The training programme could be expanded in a practical way. It should put workers on a path to obtaining formal qualifications.” (KII, MFAT Official)*

That said, it can be questioned whether such an expansion of the RSE Worker Training Initiative should be the responsibility of Fruition Horticulture via the Vakameasina programme, as it goes beyond the scope of the RSE Policy and would stretch the already limited resources available for worker training in New Zealand. In considering how to address this for Phase 2, MFAT may consider working with other service providers (such as a Pacific based training institute) to deliver PIC in-country programmes.

#### **Recommendations:**

- 9. The contractor works more closely with MFAT’s Wellington-based and country-based development officers** to better engage with PICs and complement the longer term strategies of PICs and the development objectives MFAT, to ensure that training is more practical in terms of skills that can be utilised and sustained in PICs. Additionally, explore opportunities extended training and skills development activities in the next phase to pre and post deployment situations in PICs that compliment pre-departure training and reintegration process and skills being developed by local institutions.

## **What enabled or constrained effective implementation?**

Vakameasina has generated considerable support and interest amongst host New Zealand communities. This support has led to additional training and cultural exchange opportunities in the host communities which may otherwise have been limited. The support of employers for the programme has also been an enabling factor. Employers value the skills developed by Fruition Horticulture through Vakameasina and the fact that it gives workers something positive and constructive to do outside of work hours<sup>23</sup>. In the past, employers have provided financial support for facilities and some indicate a willingness to provide additional support to the programme. This presents an opportunity for cutting some of the costs associated with running Vakameasina for MFAT. Additionally, some employers and workers are interested in taking learning opportunities further through additional skill development which could benefit the employers, the workers and the PICs.

Constraints faced by Fruition Horticulture have included the varying education levels, learning needs/desires, cultures and language ability of workers. The programme is dealing with a broad range of peoples with greatly varying needs which can be difficult to accommodate in short and fairly intensive 'after work' sessions. The tutors report that acquiring feedback as part of the evaluations has been challenging, as many Pacific Islanders are reluctant to openly critique people in authority (including teachers). The tutors also report that the programme faces a constraint in the varying levels of commitment and support from employers and pastoral care providers, such that some workers have been unable to attend training at prescribed times. The Fruition Horticulture team is aware of these challenges and has attempted to mitigate them by engaging more frequently with employers and pastoral carers.

## **How well was the programme managed across the range of stakeholders involved?**

Fruition Horticulture has adopted a flexible approach to delivering training to workers. Cognisant of the priorities of RSE employers and workers, the management team have put in place measures to identify and prioritise learning outcomes with workers and employers. At the beginning of each season, learning agendas are developed with input from the workers and employers. These remain flexible and can be changed and adapted if needed as the season progresses. Routine training evaluations and reflection processes are used to strengthen the training content and delivery from season to season. Additionally, incentives for class attendance in the form of meals, transportation and certificates are employed. These measures aim to maximise attendance, the relevance of training for workers and their employers, interest and learning outcomes.

The evidence collected by the evaluation supports Fruition Horticulture's claim that it has made progress towards achieving several of its long term outcomes, namely: improvements in English language, numeracy, financial and computer literacy; greater confidence; increased female participation; and more independent workers making greater financial contributions to their communities.

Further to this, Vakameasina is largely viewed favourably by employers, MFAT and the workers. This indicates that Fruition Horticulture is managing the Vakameasina programme well and responding to worker and employer needs effectively.

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<sup>23</sup> KIIs, Employers

*“Vakameasina provides outstanding training. There is a big improvement in literacy and numeracy among the RSE that go to Vakameasina.” (KII, Employer)*

Fruition Horticulture have put concerted effort into reaching women workers, and have reported meeting the targets set for them<sup>24</sup>. They have also developed a sexual health module, as a part of their Health Course in response to incidents of pregnancy and reports of sexually transmitted diseases<sup>25</sup>.

MFAT have a strong relationship with the Vakameasina Steering Committee and Fruition Horticulture. Fruition Horticulture value the fact that MFAT have allowed them to experiment and learn, so that they could ‘snowball’ opportunities. This freedom has enabled effective and adaptive service delivery<sup>26</sup>.

## Efficiency

### **What process improvements can be identified to enhance the efficiency of the Vakameasina programme?**

Employers and communities have offered to build new space and facilities and help improve coverage of all the RSE regions in New Zealand (and thus reach all the seasonal workers in activities). Vakameasina struggles to take advantage these offers. The reason for this, according to Fruition Horticulture, is that their contract limits their ability to plan long term and invest in infrastructure.

While the evaluation team empathises with this position, from a contracting position it does make sense for MFAT to limit their options in terms of service providers by locking in long term contracts. Instead, MFAT in partnership with MBIE and industry bodies should explore other options to take advantage of employers’ willingness to invest in the Vakameasina programme, strategically deploy these opportunities and offset some of the costs of the programme from the Government.

*“There is industry support for the programme, and the employers might be willing to pick up some of the costs for the programme, but this option is yet to be tested.” (KII, MFAT Official)*

Additionally, Vakameasina could investigate other options for training delivery to enhance efficiency. Options could include:

- intensive short courses tailored to specific worker needs (mechanical maintenance courses offered over a weekend or during work hours)
- partnering with PIC institutions (such as the Marine Training Centre in Kiribati<sup>27</sup>) to offer in-country training before or after the picking season that complements or builds on what

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<sup>24</sup> Vakameasina Progress Reports

<sup>25</sup> Vakameasina Website

<sup>26</sup> KIIs MFAT and Vakameasina staff

<sup>27</sup> The Marine Training Centre is the site where the Kiribati pre-departure training for RSE takes place. It is overseen by the Ministry of Labour and Human Resources Development and is an internationally recognized and accredited maritime vocational training institute. The Centre traditionally has trained I-Kiribati to work on merchant vessels and has become a focal point for the countries labour mobility efforts.

workers learn in New Zealand (especially where countries are heavily reliant on RSE and workers are known to struggle more in New Zealand)<sup>28</sup>

- delivering training online (using webinars or other means) which workers could access from their residence or from more remote locations in New Zealand and some PICs where internet is reliable
- adopting train-the-trainer techniques
- connecting with other educational institutions in New Zealand and local communities to offer avenues for workers to expand their skills and acquire accreditation in desired areas
- offering employer and/or worker self-funded course

#### Recommendations:

**10. MFAT and the contractor identify pathways for semi- skilled workers to acquire additional skill development** that is recognised by relevant institutions. Negotiate packages with local and PIC based training institutions that complements the existing Vakameasina packages and those provided by employers.

**11. The contractor expand the modes of training to include a variety of engagement options for workers** including pre or post season training programmes, intensive employer supported short courses, webinars, train-the-trainer and/or peer-led training programmes. Also, explores opportunities for translating training material and deliver training in different languages used frequently by RSE workers.

**12. MFAT explore options for taking advantage of employers' willingness to make contributions to Vakameasina** (in terms of funds, infrastructure and technical expertise) and strategically deploy these to support programme activities to expand the programme. Opportunities for employer-driven trainings can be explored and coordinated through a separate mechanism in partnership with MBIE and/or industry bodies such as Horticulture New Zealand to ensure the integrity of Vakameasina. Options may include:

- establishing a Vakameasina Fund to pool financial resources
- the development of a sustainability strategy (with worker, employer and community input) to align programme development need with specific contributions from different employers.

It is important that the integrity of the Vakameasina and the safe space for newer workers is maintained. Vakameasina can remain focused on the developmental outcomes, for both individuals and PICs, while the other trainings are focused on employer/industry outcomes.

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<sup>28</sup> In linking with PIC institutions, there is also potential to enhance current training modules by adjusting them to meet realities and priorities of PICs (see Effectiveness Section for more details).

## Relevance

### How well has the programme supported the workers in New Zealand?

In general, Vakameasina appears to work in well with the pastoral care provided by the employers in supporting workers' basic needs while in New Zealand and by assisting the workers to adjust and acclimatise to life in New Zealand. This is achieved by improving their communication, money management, technology use, cooking, health and nutrition skills (see Case Study 3 below). As mentioned in the Effectiveness Section, the programme has done well in ensuring that the training has been relevant for workers in New Zealand by engaging each cohort of workers in the development of learning agendas.

The programme does have the potential to better leverage opportunities for more accomplished workers to further their skills and qualifications, but such opportunities are limited by visa restrictions, which limit workers to level 4 training.

#### Case Study 4: Samoan Team Leader (male)

*While money was the main motivator initially, C says that the 'good people' in New Zealand are a major reason for him coming back on the RSE every year since 2007. They treat people well. Which from what he has heard, is not the same for Islanders who go to work in Australia.*

*One of the best things about the RSE Programme for C, has been Vakameasina, the worker training programme. As a leader among the Samoan workers in his orchard, he has witnessed many young men grow in confidence and ability as a result of their involvement in Vakameasina. He notes that the budgeting, small business management and leadership courses are particularly useful, even if the computer and building courses are more popular. For workers in their first season, Vakameasina provides a useful opportunity to interact with people and learn outside of work, which helps them to settle in better.*

### How well has the programme supported the needs of employers in New Zealand?

Although not the primary focus of activities, Fruition Horticulture has sought to address employers' concerns by involving them in setting the learning agendas and by sharing information at the RSE conferences about the programme, its outcomes and learnings.

*"Vakameasina works well. They have shifted to be more responsive to the workers and employers. They pick them up and take them to the training centre. Although, not everyone wants to go. Cooking, solar panels and chainsaws are popular courses. It gives the workers 'a taste of the western world', helps them to develop new skills and gives them something to look forward to. Many of the RSE workers are motivated to attend." (Kil, Employer)*

In general, the employers support the Vakameasina programme and believe it to be important, but would like to see greater skill development in areas (such as mechanics) that could be of use to employers. However, such a change to the programme would expand Vakameasina beyond its current scope and may risk diluting the effectiveness and relevance of programme for workers and PICs. MFAT will need to carefully consider how to expand the options for worker skill development, to balance worker, PIC and employer requirements and expectations. This may include the

development of a new component for the Vakameasina programme focusing on job-related skill development which could be co-funded by employers and/or a component linking semi-skilled workers to more advanced training options. Opportunities for employer led initiatives can also be explored through Vakameasina or other service providers with the relevant expertise.

### **Has the programme maximised the benefits for Pacific Island communities?**

There are numerous examples that support the position that Vakameasina is benefiting PIC communities by developing the skills of (both male and female) workers who then utilise their skills on return to their communities to improve quality of life, make better financial decisions, support social development projects, and establish new income generation activities. Many workers have reported investing in their community's future, for example by putting money aside for their children's school fees. A number of workers report being able to buy farm land with their savings with the aim of putting their improved skills to use on the land. Others have sought to establish small businesses including taxis and small shops. Others still have put their mechanical, health and nutrition skills to use for social projects (see Case Study 4 below). However, the extent to which these outcomes occur is not presently measured, nor the contribution of Vakameasina to these actions. Some of these examples are elaborated on in the Outcomes and Impact Section.

#### **Case Study 5: Ni-Vanuatu Fruit Picker (male)**

*H only applied for the programme after another local boy decided he did not want to return to New Zealand this year. The other boy was having some problems at home and decided it was better to stay back to look after his family. Knowing that there was at least one free spot available H decided to apply.*

*In going to New Zealand H left the local Health Clinic, where he worked as a nurse aid, short staffed. Although the nurse who runs the clinic was accepting, it put a lot of pressure on her to run the clinic by herself while he was away. Especially as the clinic had recently been upgraded to dispense simple medicines such as penicillin. Needless to say, she was very happy to see him when he came back.*

*While in New Zealand, H was able to take advantage of Vakameasina to learn more about health and hygiene. He was particularly interested in family planning, and now feels more confident providing advice to other villagers on the subject. He also hopes to put to use the skills that he learnt in mechanics, pumps and solar panels, to help his father - the Village Chief - build a new community well, powered by solar energy.*

#### **Recommendation:**

#### **13. MFAT consider the inclusion of new objectives and activities for a second phase of the RSE Worker Training Programme.** Objectives and activities could focus on:

- a. Enhancing workers job-related skills to ensure greater productivity for New Zealand employers. This could directly funded by employers or through industry bodies, such a Horticulture New Zealand.

- b. Strengthening the relevance of skill development for post-deployment use by lower skilled workers, in keeping with income generation and social development opportunities that exist in PICs.
- c. Assisting semi-skilled and returnee workers to up-skill and acquire accreditation/qualifications either in New Zealand (within the scope of what is permissible under the RSE scheme) or at home during the off-season to further enhance their employability in New Zealand and at home, as well as their ability to contribute to community/social development.

The basic skill development component which addresses the life skills necessary for working and living in New Zealand should be ring-fenced and retained.

## Outcomes and Impact

### What impacts has the programme had on individuals, Pacific island communities, and the broader Pacific labour market?

The impact of the RSE Policy more generally is well documented in a number of studies, which have identified positive financial, economic, social and individual outcomes associated with the programme. The contribution of the Vakameasina programme, however, is not explicitly highlighted in these studies. That said, the goals of Vakameasina – increasing worker capability – are consistent with the findings of existing studies on the impact of RSE more generally and there are numerous examples of outcomes and impacts.

*“What I notice with the Fijian workers (return workers) was their improved work discipline and a culture of saving. Moreover, the workers’ presentation and confidence has improved and this is great.” (Survey Respondent, PIC Government Official)*

Workers report that they have improved their skills as a result of Vakameasina. They report being able to save and communicate more effectively because of their involvement in the programme, and to have improved their knowledge in key areas needed for daily survival in New Zealand, including nutrition and computer literacy. Some also note that they have been able to use the skills that they developed to establish small business (such as shops and farms) and find employment.

*“The most significant change I have heard about relates to the increased understanding about and confidence in pursuing business development in the islands. Vakameasina’s programme has extended to project planning and management in some centres and I have heard reports that the training has been important for the business activities of seasonal workers.” (Survey Respondent, New Zealand Government Official)*

A range of positive outcomes of the Vakameasina programme are reported by MFAT and Fruition Horticulture:

- 25% of the repeat learners analysed reported that they have learned new skills that will help them improve their living conditions.
- 14% of those repeat learners report that they were previously unemployed and now have paid employment. Many credit their increased confidence in English for this.

- Workers consider budgeting and computer skills were the most important skills acquired through Vakameasina. Horticulture, leadership, English, driving (tractors and forklifts) are also considered important skills to learn. Participants report that these skills would help them to reduce living costs and/or provide professional and business opportunities at home.
- Workers making better choices about how and when to remit their saving.
- Various examples of workers utilising newly learnt skills to initiate family and community development projects upon return home.
- Group leaders feel more confident to communicate or problem solve with employers, workers and accommodation providers.
- More women are receiving leadership training and access to information through course content.
- RSE Workers are better able to use digital technology.

However, there remains an opportunity to gather more systematic and meaningful data in relation to programme outcomes, to better capture and demonstrate the depth of programme outcomes. At present, Vakameasina’s monitoring system largely limited to programme outputs (number of persons trained, number of women participating, etc) and semi-structured course evaluations. While this has generated some evidence to inform decision making, there is potential to take this further to systematically measure the long term effects of the programme and to explore, for example, the skills that are most readily applied when in New Zealand and on return to their home countries. The Kirkpatrick model<sup>29</sup> for assessing training effectiveness and Brinkerhoff’s success case method<sup>30</sup> offer models that can be considered.

#### Recommendation:

- 14. MFAT supports the development and implementation a more systematic M&E Plan for Vakameasina training outcomes.** During this process, the programme will need to clearly identify short and long term outcomes from the training. The Kirkpatrick Model and Brinkerhoff’s success case method may be looked at for incorporation.

#### Have there been any positive or negative unintended consequences of the programme?

The flexible approach taken by Vakameasina has enabled action on some of the negative unintended consequences associated with the RSE programme (see Case Study 5 below). For example, the programme adopted a sexual health module, following several incidents of pregnancy and sexual health issues among workers. The programme has also been able to capitalise on positive unintended consequences of RSE. For example, it has been able to facilitate cultural exchanges between host communities and RSE workers, through sporting and religious events. In this manner the Vakameasina staff and tutors have become something of a focal point for supporting workers in the host communities. Following Cyclone Pam, the staff and tutors report

<sup>29</sup> <http://www.kirkpatrickpartners.com/OurPhilosophy/TheKirkpatrickModel>

<sup>30</sup> <http://www.brinkerhoffevaluationinstitute.com/publications.html>

collecting donations in the form of goods from the host communities and shipping these to affected PIC communities.

### **Case Study 6: I-Kiribati Pack House Worker (female)**

*Working in New Zealand has been a double edged sword for 33-year-old N.*

*On the one hand, she has been able to save money to support her three children and extended family including her parents, sister and three brothers; saving enough to build a small bright blue corrugated-metal shop in front of her sister's house and staff it with her niece. For N, this was a big accomplishment given she did not get the opportunity to finish school, lives in Government housing and was previously reliant on her sister for money.*

*On the other hand, it has come at the cost of her marriage. On the subject of her divorce N gets quiet. "He hit me" she says in a near whisper tears welling in her eyes. The new found money created a lot of friction in the household. She fled to her family's home.*

*N brightens on the prospect of her future. She has decided to try and immigrate to New Zealand, and has 'gotten lucky' to go into the draw for the Pacific Access Category scheme. If she is chosen she will be able to apply for work and to immigrate. She believes that the language, money management and work skills she has acquired through Vakameasina and on the job will help her to find work in horticultural industry in Hastings. When she is established she will then bring her children over and maybe find a new man too.*

The programme has been able to set positive examples of different types of relationships for workers. For example, a large number of workers are male and come from traditional patriarchal communities. It is a new experience for them to interact with older empowered women, such as those who make up the bulk of Vakameasina tutors. Through this exposure some workers report changing their attitude towards women, their belief of women's roles and understanding of women's capabilities<sup>31</sup>.

## **Sustainability**

### **Are the benefits of the programmes likely to be sustainable?**

In terms of worker skill development, it is likely that many of the elements of Vakameasina training are sustainable. Workers are learning skills that they put to use and no doubt will continue to draw upon while in New Zealand and when they return home.

For longer term PIC community sustainability, more work will be required to ensure alignment of skill development to PIC developmental needs and opportunities. In the present delivery model, learning agendas for Vakameasina are driven by the workers, influenced by the employers and the skill set of Fruition Horticulture's tutors. While this has worked well in meeting the immediate needs for many workers, this model does not capitalise on opportunities to diversify income generation activities that exist in PICs (unless they are visible to the workers themselves).

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<sup>31</sup> KII, Ni-Vanuatu Fruit Picker

*“...the skills learnt were not applied locally.” (Survey Respondent, PIC Government Official)*

For example, it was reported by key informants<sup>32</sup> that in Samoa many of the returnee workers used their savings and knowledge from RSE to invest in taxis. This resulted in an over-supplied market and a poor return on investment for a number of the seasonal workers. By considering skill development in the New Zealand Aid Programme’s bilateral programmes and other opportunities that exist in PICs, the potential for sustainability could be strengthened by ensuring the right type of training is provided to the right workers, matching the training goals to workers’ interests and to actual local work opportunities (for example female workers might take up training in shop management skills).

### **To what extent can the activities be improved to build local capacity in the long term?**

Improving capacity among workers in the long term will depend on workers being able to put skills to use. Thus it is important for Vakameasina to be cognisant of the skills that workers will use to live in New Zealand and can put to use once back in PICs, and ensure optimum alignment to these. This may call for developing different training delivery options for worker while staying within what is permitted under the RSE visa requirements (up to Level 4).

### **Summary of Key Findings**

Vakameasina is addressing workers’ immediate needs and assisting them to acclimatise to life in New Zealand. In PICs, some workers are transferring their skills to community development projects, new job opportunities and/or entrepreneurial ventures. Vakameasina responds to worker needs, by consulting them in the development of learning agendas, and the programme has resulted in a number of workers developing the necessary leadership, numeracy and management skills to establish small businesses, such as retail shops.

A key strength of Vakameasina lies in the highly motivated Fruition Horticulture staff, who apply adult learning techniques that resonate with the workers. The programme brings added value by providing a safe space for workers to learn about New Zealand. The programme has also generated and leveraged community and employer support, but could do more to maximise this. The flexible learning approach to programme delivery has enabled the programme to ‘snowball’ learning opportunities which has contributed to stronger skill development outcomes. Yet the programme still struggles to ensure complete coverage and participation from the beginning to the end of the season. It also struggles with the varying capacities of workers who attend the training, and providing additional opportunities to ‘semi-skilled’ workers who have mastered the basic skills.

There are opportunities for Vakameasina to make better use of offers from employers to support the physical infrastructure, other training course and to take advantage of their technical skills. Also there is an opportunity to reduce the financial burden on MFAT for the programme, by setting up mechanisms to capture employer financial contributions. Moreover, there are opportunities to test and implement new modes of training that could be far reaching and more cost effective. Vakameasina could do more to develop skills that are relevant in specific PIC contexts, integrate better with MFATs broader development programmes which would contribute to greater sustainability of skill building among workers.

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<sup>32</sup> KII, MFAT and MBIE officials

## 3.2. Lessons Learned

There are three core lessons from the implementation of SPP and Vakameasina over the first phase that should be considered as the programmes are redesigned for a second phase:

- 1. Coordination with labour initiatives:** There is a need to improve coordination of labour mobility initiatives, with a country focus rather than a donor or programme focus. This would facilitate greater collaboration across New Zealand Government initiatives driven by different programmes (including Vakameasina and SPP) and ensure greater alignment with PIC driven initiatives to facilitate greater impact and the sustainability of programme and developmental outcomes. While this may be country-led in higher capacity states, other countries may require technical assistance to strengthen this area.
- 2. Cost effectiveness of activities:** SPP and Vakameasina are a good investment and are largely cost-effective. The programmes are successful and producing results that are in keeping with triple wins of the RSE Policy. To scale up the programme into new areas, there are opportunities for MFAT to access private sector funding (especially from employers benefiting from the scheme), funding from MBIE and other development partners that benefit directly from some core components of the programmes. These options need to be more thoroughly explored. The savings for MFAT could then be channelled into the broader development objectives such as those orientated towards remittance investments in PIC, repatriation of workers, and the like. Greater integration with PIC strategies are also likely to result in a long term return on investment. In terms of staffing, the programme could collaborate further with in-country MFAT staff and other development partners such as DFAT to enhance cost-efficiencies and cut down on travel costs.
- 3. Engaging with LSUs and partner Governments:** There is a strong demand in PICs for MBIE through SPP to be more consultative and responsive to their needs. If New Zealand continues to appear to prioritise employer and New Zealand needs over those of the PICs, the political capital generated by the programme will slowly erode. Clear and consistent communication, the management of expectations, troubleshooting, cultural sensitivity and consensus-building are all warranted.

### 3.3. RSE Policy

Although outside of the scope of this evaluation, key informants flagged a number of issues in regards to the RSE Policy as a whole that may impact the effectiveness and efficiency of SPP and Vakameasina. The evaluation team have included these here so that they are captured, with hope that they are considered in any additional planning and reprogramming.

These include:

- **A need for greater transparency in decisions on the annual maximum number of workers (the ‘cap’) recruited under RSE:** Employers and PIC stakeholders alike felt that the cap decision making process was not clear or well communicated. From an employer’s point of view, this undermined their ability to plan for the next season and to make informed judgements on whether to expand operations or not. From PIC perspective, some stakeholders reported being unaware of increases and opportunities to send more workers to New Zealand. Greater transparency in the cap decision making processes and more effective communication on the decisions would help mitigate some of these issues.
- **A need to reduce costs for workers:** All of the workers interviewed were concerned about the application costs (visas, medical checks and flight costs) and the costs they faced in New Zealand (tax, accommodation, and clothing). Some expressed concern that service providers in PICs and New Zealand are taking advantage to price-gouge workers. These issues may be limiting new workers ability to enter the scheme. Workers noted that while their salaries have remained largely the same, the application costs have gone up considerably. There was also some concern that agents were taking bribes and showing favouritism. For returnee workers, some felt that employers were taking advantage, providing services they did not need that they would have to pay back.
- **A need for workers having clear understanding of employment situation prior to departure:** It is essential for the rights of the workers to have their contracts and employment circumstances defined prior to them accepting the position and travelling to New Zealand. In one example, a worker told the evaluation team that he and the group that he travelled with did not receive their contracts to sign until after arriving in New Zealand. He felt this put undue pressure on workers to agree, as they were already in-country and indebted to the employer for the flights that they had taken.
- **A lack of compensation for workers families in event of death:** It was reported to the evaluation team that some workers have passed away while in New Zealand. This has left their families without a family member and a source of income. The informants advocated for a fund to support workers and their families in the event of death or serious injury. Additionally, workers who had to leave mid-season to look after sick family members or attend funerals expressed concerns about paying off their debts and ensuring their ‘position’ for next year.
- **Sick leave and other entitlements:** Some workers noted that each year they started off with no sick or holiday leave entitlements, even if they had returned to the same employer for several years. If they fell sick early in the season they were forced to stay home without pay. They felt this was particularly unfair given that New Zealand workers they worked alongside could accrue leave from year to year.

## 4. Appendices

### Appendix 1: Additional Background and Methodology

#### Background

In April 2007 the New Zealand Government introduced the RSE Work Policy with the aim of improving working standards and ensuring a steady stream of employers in the Horticulture and Viticulture industries. MFAT designed two complimentary wrap around programme to support RSE; SPP and the Vakameasina. SPP provides support to Pacific states to strengthen labour mobility and participate in the RSE Policy. Vakameasina provides skill development to workers while they are in New Zealand.

The RSE Policy has been reported to be a triple win for New Zealand and the Pacific: (i) up to \$41m of remittances sent home per year, (ii) 44,400 Pacific workers have come to New Zealand, averaging \$5,500 each that they bring home, and (iii) filling temporary labour shortages in New Zealand with 81% of employers able to employ more New Zealand workers and 47% expanding their businesses.

SPP has been implemented by MBIE since 2009.

Presently, SPP has five goals:

1. That Pacific states' capacity to administer the RSE and wider labour export activities is strengthened or established;
2. In-country opportunities for horticulture skills development and use are identified and scoped;
3. Pacific states' processes for wider export are improved;
4. Assess the development impact of RSE in the Pacific<sup>33</sup>; and,
5. Opportunities for Pacific labour mobility in the fisheries and Canterbury trades industries in New Zealand are facilitated<sup>34</sup>;

MBIE seeks to achieve these goals this by: (i) providing technical assistance for RSE; (ii) providing technical assistance for labour export capability and skills development; (iii) improving regional cooperation around Pacific labour mobility; (iv) measuring the economic benefits of RSE in the Pacific; and (v) facilitating opportunities for Pacific labour mobility in new sectors where there are New Zealand domestic labour market shortages.

Vakameasina's goal is to maximise the development benefits of the RSE policy by providing RSE workers from the Pacific with access to English-language, numeracy, financial and computer literacy, health and life skills training during their time in New Zealand.

Vakameasina has four long term outcomes:

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<sup>33</sup> Included following a Variation to the original MoU between MFAT and MBIE dated 10 October 2014

<sup>34</sup> Included following a Variation to the original MoU between MFAT and MBIE dated 17 November 2015

1. Improvements in English language, numeracy, financial and computer literacy leads to greater choice and employment opportunities at home;
2. Workers are able to confidently discuss and advocate for their employment and human rights both in New Zealand and at home;
3. Increased female participation in leadership and governance roles and increased participation of women in economic activity at home and in the context of RSE; and,
4. Workers become more economically independent, making greater financial contributions towards their communities at home by effective use of their earnings and development.

The programme has been implemented by Fruition Horticulture, a New Zealand horticulture consulting company, from February 2012 following a pilot training programme conducted from 2009 to 2011.

### **Evaluation Audience**

The primary audience for this evaluation is the MFAT and MBIE SPP/Vakameasina Evaluation Steering Committee. The secondary audiences for this evaluation include current and future programme implementers, MFAT staff (Post, Pacific Division), other Government partners (including MBIE and MPI), recognised seasonal employers, Pacific Governments and Development Partners.

### **Objectives and Key Evaluation Questions**

Evaluation planning, data collection and analysis were guided by a set of Evaluation Objectives, Key Evaluation Questions (KEQs) and sub-evaluation questions (see below). These objectives and questions framed the lines of inquiry, and were aligned the Development Assistance Committees criteria for evaluating development assistance programmes. They are also the basis for the structure the report.

The evaluation objectives were:

- **Objective 1:** Evaluation of the SPP and Vakameasina activities.
- **Objective 2:** To review the cost effectiveness of the approaches employed to deliver results.
- **Objective 3:** Future design and support – to identify the key changes needed for a second phase of SPP and Vakameasina including for new sectors such as construction and fisheries.

The evaluation questions were:

KEQ
<b>Effectiveness</b>
<ul style="list-style-type: none"> <li>• What are the activities' key <b>strengths and weaknesses</b>?</li> <li>• What enabled or constrained effective <b>implementation</b>?</li> <li>• How well was the programme <b>managed</b> across the range of stakeholders involved?</li> </ul>
<b>Efficiency (a.k.a cost-effectiveness of the programme design)</b>
<ul style="list-style-type: none"> <li>• Does SPP <b>work alongside partner government initiatives</b> to maximise RSE?</li> <li>• What <b>process improvements</b> can be identified to enhance the efficiency of the combined SPP and Vakameasina programmes?</li> </ul>
<b>Relevance</b>

<ul style="list-style-type: none"> <li>• How well have the programmes <b>supported the workers</b> in New Zealand?</li> <li>• How well have the programmes <b>supported the needs of employers</b> in New Zealand?</li> <li>• Have the programmes <b>maximised the benefits for Pacific Island communities</b>?</li> </ul>
<b>Impact</b>
<ul style="list-style-type: none"> <li>• What <b>impact</b> have the programmes had on <b>individuals</b>, Pacific island <b>communities</b>, and the broader <b>Pacific labour market</b>?</li> <li>• Have there been any positive or negative <b>unintended consequences</b> of the programmes?</li> </ul>
<b>Sustainability</b>
<ul style="list-style-type: none"> <li>• Are the benefits of the programmes likely to be <b>sustainable</b>?</li> <li>• To what extent can the activities be improved to build <b>local capacity in the long term</b>?</li> </ul>
<b>Lessons Learned (for Phase 2)</b>
<ul style="list-style-type: none"> <li>• What <b>lessons</b> have been learned to improve the programme for phase 2, in respect to: <ul style="list-style-type: none"> <li>○ <b>coordination</b> across labour mobility initiatives</li> <li>○ <b>improving the cost effectiveness</b> of the existing activities</li> <li>○ <b>engagement</b> with LSUs and Partner governments</li> <li>○ <b>resourcing and structure</b> in the short, medium and long term of SPP and Vakameasina</li> </ul> </li> </ul>

In keeping with the Terms of Reference and discussions held with the Steering Committee, the focus of this evaluation has been on identifying lessons that can inform the redesign of the programmes.

### *Approach*

Clear Horizon took a phased approach to this evaluation:

- Phase 1: Inception – completed orientation reading, an inception meeting with Steering Committee members and developed the Evaluation Plan.
- Phase 2: Preparation – developed process maps, designed the online survey and interview guides for KIIs (May 2016).
- Phase 3: Discover – undertook data collection from May to June 2016, including KII, interviews to inform case studies and an online survey of stakeholders.
- Phase 4: Recommend and Report – completed a Summit Workshop (5 July 2016) prior to the drafting and finalising of the evaluation report.

The evaluation was guided by the following principles:

- Staged process: The overall process of the evaluation occurred in four sequential phases (outlined above).
- Theory-based approach: The overall conceptual design of the evaluation and its subsequent implementation were guided by relevant theories, including a people-centred and ‘labour migration and mobility lifecycle’ approaches.
- Mixed methods: Mixed-methods were employed during the data collection, analysis and dissemination.
- Pacific values and worldviews: These were addressed at every phase of the evaluation design underpinned by principles from the Kakala model (Thaman, 1992).

## Kakala

Developed by Konai Helu Thaman, the framework describes the making of a garland (kakala) made of “flowers and leaves that are woven together in a special way according to the need of the occasion they are woven for (Thaman, 1992; Vaioleti, 2006, p. 27).” Although the Kakala is Tongan, the concept and etiquette of making a Kakala is shared across many Pacific cultures – Kakala is *hei* in the Cook Islands, *lei* in Hawaii, *salualu* in Fiji, *bau* in Kiribati and so on.

The framework uses the metaphor of making a Kakala and likens it with the process of conducting social inquiry like an evaluation. The components of making a Kakala, its meaning and how we intend to apply it in evaluation is detailed in the table below.

Kakala Term	Kakala Meaning	Evaluation Meaning
Nofo	To sit in one place and think about the purpose of the kakala, who it is being created for, the reason it is being created.	To engage the stakeholders in thinking about the purpose of the project and the purpose of the evaluation.
Toli mo Fili	To search for, select, and gather the flowers.	To identify the information and processes that will best evaluate the programme.
Tui	To make or weave the kakala.	To compile the information in to a meaningful report.
Luva	To respectfully give the kakala to another.	To ensure the report is meaningful and understandable to the Pacific reader, and shared with all stakeholders.
Mamata	To review the skill of the weaver.	To reflect together on the findings, to ensure the lessons learned can be applied to the program.

Central to the Kakala framework, are principles of learning, reciprocity, and most importantly relationships. In this manner a highly collaborative and participatory approaches to engaging key staff and stakeholders in the development of the theory of change, and performance expectations, and in the final sense-making workshop where findings and draft recommendations were undertaken. In doing so, an environment is created where evaluation knowledge is reciprocated to all stakeholders so that they may learn from the evaluation process to inform their decisions on the future design of SPP and Vakameasina.

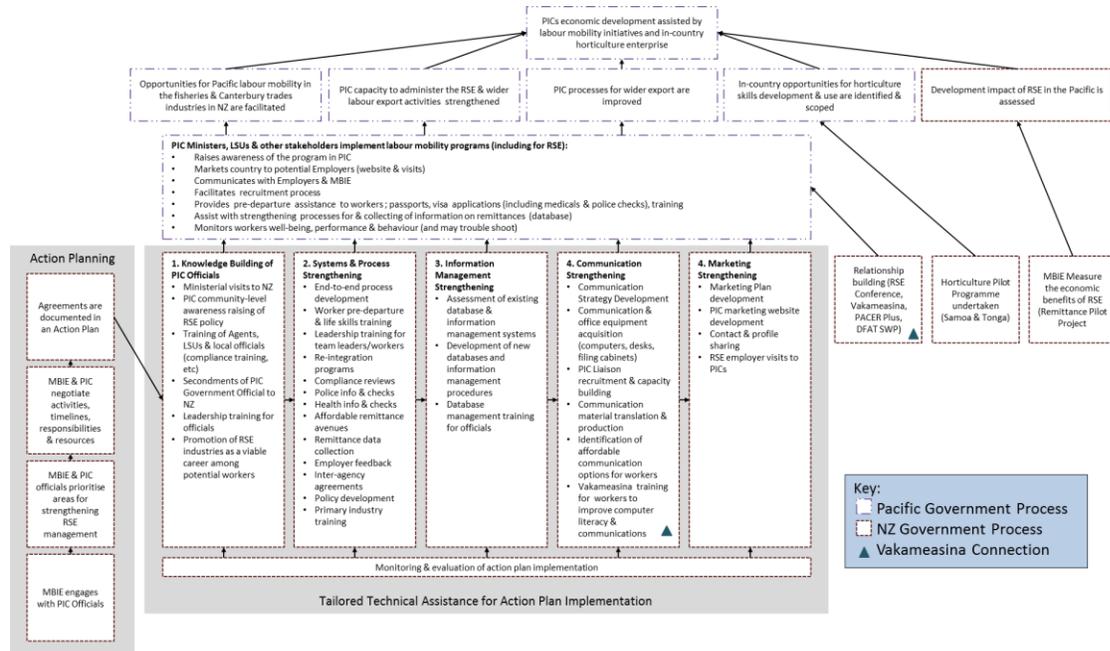
## Data Analysis

Existing data and documents were reviewed for relevance against the KEQs and sub-evaluation questions prior to the development of the process maps, interview guides and survey. In developing the process maps with the Steering Committee, processes were analysed for strengths, weaknesses and performance expectations. This then informed the line of inquiry in the survey and interview guides. KII were recorded by hand and transcribed into a results framework, along with literature review findings. The results frameworks was analysed for key themes and patterns, and where relevant, significant convergence and divergence was noted. Case studies were analysed for themes and sorted based on their alignment to KEQs. Excerpts from the case studies were then included in the report to highlight specific issues. The results of this analysis were presented reviewed in the

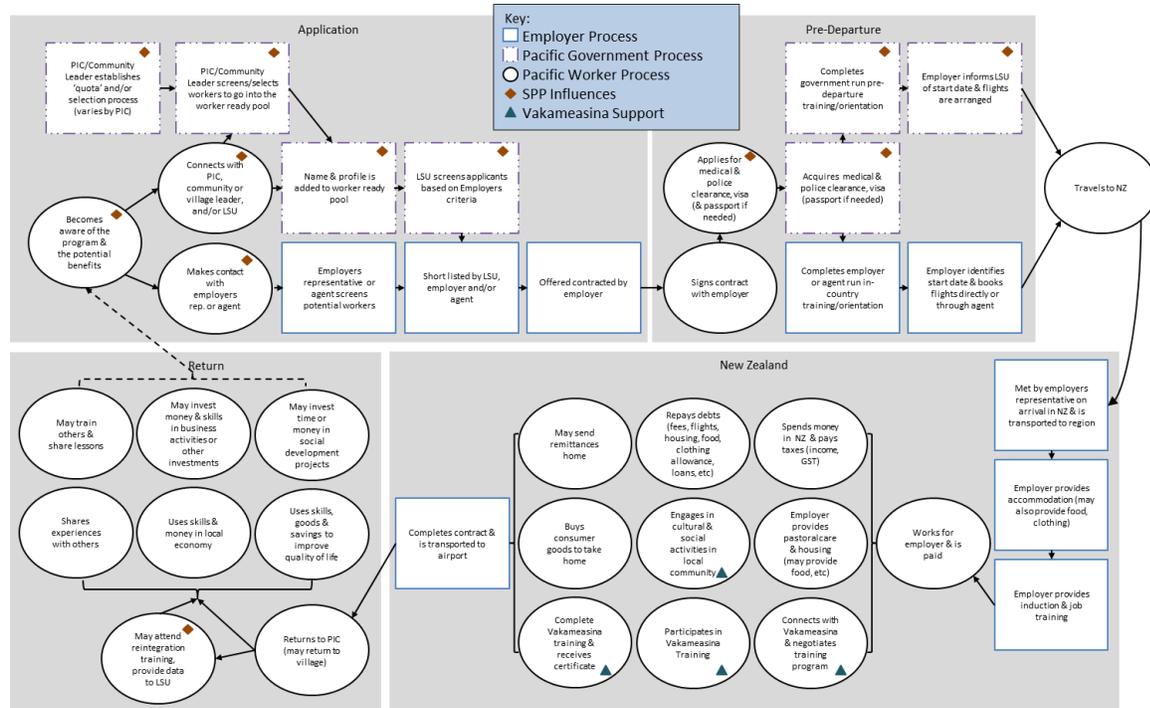
Summit Workshop for validation and refinement by the Steering Committee. The results of the online survey were also analysed in terms of the KEQs and the emergent findings.

# Appendix 2: Process Maps

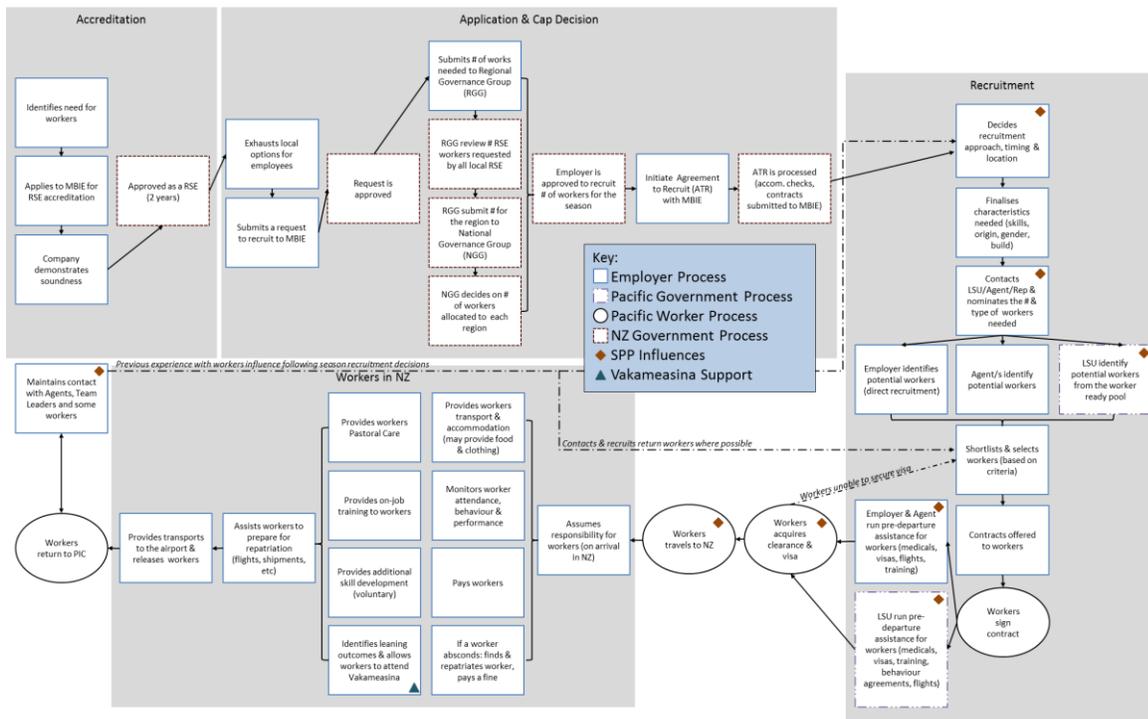
## SPP Programme Overview



## Worker Process Map



# Employer Process Map



### Appendix 3: Documents Reviewed

Author	Report	Date
Dana Avram	Activity Monitoring Assessment for MBIE - RSE Scheme: Strengthening Pacific Partnerships (SPP)	2015
Dana Avram	Activity Monitoring Assessment for RSE Workers Training Programme	2014
Emily Fabling	Vakameasina Feedback	2011
Esther Jens	Activity Monitoring Assessment for RSE Workers Training Initiative	2016
Heather Nunns, Mathea Roorda, Charlotte Bedford, & Richard Bedford	Mid-term evaluation of the Strengthening Pacific Partnerships project	2013
Kerryn Lang	Activity Monitoring Assessment for MBIE - RSE Scheme	2016
Lafaele Lupo	RSE-SPP Annual Progress Report	2012
Lafaele Lupo	Kiribati Government RSE: SPP Action plan 2013-2016	2016
Lafaele Lupo	Vanuatu RSE: SPP Action plan 2013-2016	2015
Lafaele Lupo	Nauru Recognised Seasonal Employer Policy End-to-End Mapping Process	2014
Lafaele Lupo	Fijian Government RSE: SPP Action plan October 2014	2016
Lafaele Lupo	Vanuatu RSE: SPP Action plan September 2015	2016
Lafaele Lupo	Papua New Guinea RSE: SPP Action plan 2013-2016	2015
Lafaele Lupo	Samoa RSE: SPP Action plan 2013-2016	2016
Lafaele Lupo	Solomon Island RSE: SPP Action plan 2013-2016	2016
Lafaele Lupo	Tuvalu RSE: SPP Action plan 2013-2016	2015
Lafaele Lupo	Tonga Works RSE: SPP Action plan 2013-2016	2015
Lafaele Lupo	Fijian Government Recognised Seasonal Employer Policy End-to-End Mapping Process	2014
Lafaele Lupo	Vanuatu End-to-End Mapping Process Mapping	2014
Lafaele Lupo & Stacey Kwant	Activity Progress Report: Recognised Seasonal Employer (RSE): Strengthening Pacific Partnerships (SPP) Project	2016
Mandy McGirr	DRAFT Vakameasina End of Pilot Report – Recommendations Section	2011
Mandy McGirr	Vakameasina – RSE: Extension to Worker Training Pilot Programme End of Pilot Report	2011
Matt Hoskin	RSE Strengthening Pacific Partnership Annual MFAT Progress Report	2014
Matthew Gibbs	Activity monitoring assessment for RSE: Working training programme	2013
Matthew Gibbs	Activity monitoring assessment for RSE: Strengthening Pacific partnerships	2013

Matthew Gibbs	PAA Summary: Recognised Seasonal Employer Worker Training Programme	-
Minister of Foreign Affairs and Trade	MoU RSE: SPP between MFAT and Department of Labour	2012
Minister of Foreign Affairs and Trade	Variation No 1 MoU RSE: SPP between MFAT and Department of Labour	2014
Minister of Foreign Affairs and Trade	Variation No 2 MoU RSE: SPP between MFAT and Department of Labour	2015
Minister of Foreign Affairs and Trade	Variation No 3 MoU RSE: SPP between MFAT and Department of Labour	2015
Minister of Foreign Affairs and Trade	Variation No 4 MoU RSE: SPP between MFAT and Department of Labour	2016
Minister of Foreign Affairs and Trade	Contract for Services: RSE Worker Training Programme between MFAT and Fruition Horticulture	2012
Minister of Foreign Affairs and Trade	Variation No 2 RSE Worker Training Programme between MFAT and Fruition Horticulture	2012
Minister of Foreign Affairs and Trade	Variation No 3 RSE Worker Training Programme between MFAT and Fruition Horticulture	2012
Minister of Foreign Affairs and Trade	Variation No 4 RSE Worker Training Programme between MFAT and Fruition Horticulture	2012
n.d	Discussion with Fruition	2011
n.d	RSE SPP Results Framework	2011
n.d	Activity Design Document (ADD): Vakameasina	2015
n.d	Vakameasina Progress report Summary	2015
Pip Jamieson	RSE-SPP Remittance Project Brief	2014
Rochelle Bailey	Report on Recognised Seasonal Employer workers from Vanuatu and their involvement in Vakameasina.	2014
Sandy Scarrow	Activity Progress Report: RSE Worker Training Programme	2012
Sandy Scarrow	High Level Stakeholder Liaison Update Regarding the Vakameasina Pilot Programme	2011
Sandy Scarrow	Activity Progress Report: RSE Worker Training Programme - VAKAMEASINA	2014

## Appendix 4: Persons Interviewed

Name	Position	Organisation
Alistar Jamieson	Labour Manager	Mr Apple
Andrew Curd	Volunteer/Guest Tutor	Fruition Horticulture
Anthony Rarare	General Manager	Pick HB
Antonia Reid	Senior Policy Analyst	MPI
Benny Teuea	Deputy Secretary	Ministry of Labour and Human Resource Development, Kiribati
Christine Hyndman	Immigration Policy Manager	MBIE
Coral Gardiner	Vakameasina Tutor	Fruition Horticulture
Don Higgins	Head of Mission, Kiribati	MFAT
Donne Reiher	Programme Officer, Kiribati	DFAT
Dr. Todor Gurov	Physician	Marine Training Center, Kiribati
Erina MacDonald	Employment Coordinator	Crasborn Packing Ltd
George Rarere	Pacific Skills and Labour Manager	MBIE
Georgina Roberts	Head of Mission, Vanuatu	MFAT
Gwen Kalmet Carlot	Recruitment Agent	Seasonal Solutions
Hilary Heath-Caldwell	Vakameasina Tutor	Fruition Horticulture
James Mc Devitt	Policy Analyst	MPI
Jeong Park	Deputy Head of Mission, Vanuatu	MFAT
Jerf van Beek	National Seasonal Labour Coordinator	Horticulture New Zealand
Julie Rereman	ESU Senior Officer	Ministry of Labour, Vanuatu
Kirsty Burnett	Kiribati Labour Mobility Consultant	Solomon Leonard
Lafaele Lupo	Pacific Relationship Manager – RSE	MBIE
Lionel Kaluat	Commissioner of Labour, Department of Labour	Ministry of Internal Affairs, Vanuatu
Liz Maddock	Regional Coordinator	Fruition Horticulture
Malcolm Paterson	Second Secretary Australia High Commission, Vanuatu	DFAT
Mathilda Schorer	Vakameasina Tutor	Fruition Horticulture
Matt Howell	Deputy Director, Fiji, Tonga, Tuvalu	MFAT
Melissa Carson		MBIE
Michael Hunt	Deputy High Commissioner and Counsellor Development Cooperation, Kiribati	DFAT
Michael Liu	Agent	Seasonal Worker Agency, Vanuatu
Mike Webb	Senior Policy Officer	MFAT
Peter Kemp	Deputy Director, Kiribati, Vanuatu, Samoa	MFAT
Renée Archer	Capacity Building Adviser - Pacific Labour	DFAT

<b>Name</b>	<b>Position</b>	<b>Organisation</b>
	Mobility Assistance Program	
Ross Howard	RSE Manager	Crasborn Packing Ltd
Rowena Hume	Deputy Director (Policy)	MFAT
Sandy Scarrow	Programme Manager	Fruition Horticulture
Sarah Gilmore	Vakameasina Tutor	Fruition Horticulture
Semilota Finauga	Senior Development Programme Coordinator, Kiribati	MFAT
Tauaaasa Taafak	Deputy Head of Mission, Kiribati	MFAT
Tekotaake Keariki	Labour Officer	Ministry of Labour and Human Resource Development, Kiribati
Tevita Lata	RSE Liaison Officer	Tongan Government
Trish Cummins	Vakameasina Tutor	Fruition Horticulture
Tutua Teaba	Assistant Labour Officer	Ministry of Labour and Human Resource Development, Kiribati
Uering Iteraera	Deputy Director	Ministry of Foreign Affairs and Immigration, Kiribati
Vamarasi Motufaga	Programme Manager, Kiribati	DFAT
Vinny Nagaraj	Deputy Director, Trade and Economic Governance/Chief Economist	MFAT
Yavanna Redgrave	Vakameasina Tutor	Fruition Horticulture

### *Worker/Community Interviews*

<b>Type of Interviewees</b>	<b>Location</b>	<b>Date</b>
2 x current workers (2 x female I-Kiribati)	Hawke's Bay, New Zealand	18 May 2016
1 x current worker (1 x male Samoan)	Hawke's Bay, New Zealand	19 May 2016
2 x current workers (2 x male Ni-Vanuatu)	Hawke's Bay, New Zealand	19 May 2016
11 x current workers (11 x male Fijian)	Hawke's Bay, New Zealand	19 May 2016
1 x returned worker (male)	Port Vila, Vanuatu	1 June 2016
1 x village chief (male)	Tanna, Vanuatu	2 June 2016
15 x community members (4 x female, 11 x male)	Tanna, Vanuatu	2 June 2016
1 x wife of worker (female)	Tanna, Vanuatu	2 June 2016
1 x returned worker (male)	Tanna, Vanuatu	2 June 2016
1 x returned workers (2 x male)	Tanna, Vanuatu	2 June 2016
1 x returned worker (male)	Tanna, Vanuatu	2 June 2016
3 x returned workers (3 x female)	Tarawa, Kiribati	7 June 2016
1 x sister of worker (female)	Tarawa, Kiribati	10 June 2016
1 x returned worker (1 x female)	Tarawa, Kiribati	10 June 2016