

# Design Summary

## Pastoral Care Support Services Program

### Northern Australia Worker Pilot Program

#### 1. Developing Northern Australia

The Australian Government identified emerging challenges associated with attracting workers to Northern Australia. The *Our North, Our Future: White Paper on developing Northern Australia*<sup>1</sup> released in 2015, identified three major challenges:

1. Key industries in Northern Australia require flexible and mobile labour but are regularly faced with a shortage of workers.
2. There are significant personal and financial barriers for labour to move to, and within, the north of Australia.
3. Economic and labour market conditions differ significantly both at regional and sub-regional level.

#### 2. Northern Australia Worker Pilot Program

One of the strategies being piloted to address some of the above challenges is the Pacific Microstates – Northern Australia Worker Pilot Program (NAWPP). As well as seeking to meet some of the employment needs of Northern Australia, the Program also contributes to the economic development of Kiribati, Nauru and Tuvalu by providing opportunities for citizens to:

- gain knowledge, work experience, and skills in Australia,
- earn wages for performing work in Australia, and
- remit some earnings to the Pacific.

Australian employers, who can demonstrate they cannot source suitable Australian labour, will also benefit by being able to access a reliable labour source.

Under NAWPP, between approximately 250 individuals from Kiribati, Nauru and Tuvalu will be eligible for employment with commercial entities in Northern Australia for up to two years, operating in the hospitality, tourism and aged care industry sectors. Workers will have the option to extend for a third year of employment. The NAWPP program complements the Seasonal Worker Programme<sup>2</sup>, with workers employed in semi-skilled, non-seasonal occupations for a minimum of 30 hours per week under occupation-level Australian workplace pay and conditions.

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<sup>1</sup> *Our North, our Future: White Paper on developing Northern Australia* , 2015, GoA, p. 104

<sup>2</sup> The Seasonal Worker Program is an Australian Government initiative which contributes to the economic development of participating countries by providing access to work opportunities in the Australian agriculture and accommodation industries. The Seasonal Worker Program offers seasonal labour to employers in the agricultural industry, and employers in selected locations in the accommodation industry who cannot meet their seasonal labour needs with local jobseekers. Participating countries include Fiji, Kiribati, Nauru, Papua New Guinea, Samoa, Solomon Islands, Timor-Leste, Tonga, Tuvalu and Vanuatu

### 3. Pastoral Care Support Services Program

As part of the broader package of support provided to NAWPP, the *Pastoral Care Support Services Program (PCSSP)* is being provided to NAWPP workers to ensure their successful transition to employment in Northern Australia. PCSSP services span the period from pre-mobilisation in their home country, through to transition into life and workplace in Australia, using these strategies:

- Supporting deployment processes, including comprehensive pre-departure briefings for workers;
- Conducting on-arrival briefings and local area and workplace orientations;
- Securing appropriate accommodation, including negotiation of tenancy bonds and contracts, and support to connect workers with basic services and utilities;
- Identifying safe and reliable transportation options to and from workplaces;
- Assisting workers to secure and access financial and personal banking services in Australia, including information on options for remitting and support to financial literacy objectives;
- Assisting workers to understand the terms of their employment and occupation-level Australian workplace conditions (awards, acts, other legislative frameworks);
- Providing on-going pastoral care support for all workers, including response and support with welfare and critical incidents – 24 hours per day, seven (7) days per week;
- Supporting workers to locate and integrate into community networks, including diaspora links.

The *Pilot Phase* of the Pastoral Care Support Services Program is currently being implemented from 1 August 2016 to 30 May 2017.

The PCSSP supports NAWPP objectives, which in turn strengthen Australia's foreign policy objectives in the Pacific by encouraging enduring links with the region through opportunities for greater labour mobility. This is a priority for many Pacific Island countries, which contributes to skills' development and increased remittance flows for workers, the latter being a significant driver of economic growth in the Pacific.

PCSSP also supports opportunities for social inclusion for women, men and others, consistent with the goals and priorities of the DFAT *Gender Equality and Women's Empowerment Strategy*<sup>3</sup> and DFAT's *Pacific Women Shaping Pacific Development*<sup>4</sup> initiative.

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<sup>3</sup> <http://dfat.gov.au/about-us/publications/Documents/gender-equality-and-womens-empowerment-strategy.pdf>

<sup>4</sup> <http://www.pacificwomen.org/>

#### **4. Evidence and Lessons Learned from Pastoral Care Support Services Program Pilot to date**

Palladium is providing pastoral care to cohorts of workers from Kiribati (and potentially Tuvalu and Nauru), to support their successful transition to employment in Australia. Significant lessons learned about planning and implementing the pastoral care program have already been identified. These include:

##### **a. Recruitment**

The selection, recruitment and subsequent quality of workers, employed through the NAWPP, impacts on the complexity of the pastoral care support provided by PCSSP even though NAWPP recruitment and selection activities are not within the scope of PCSSP. As a result of discussions with the Managing Contractor (MC) for the NAWPP, improvements, including revised CV templates, enhanced pre-interview training, verification of candidate CV content and candidate referee checks, before final selection of workers, are being progressed.

##### **b. Pre-Departure Briefing and Training**

A number of agencies have been involved in initial NAWPP pre-departure briefings and training which resulted in a level of duplication and some inefficiencies. To reduce and/or avoid this, the PCSSP team, the Kiribati Institute of Technology (KIT), the Labour Mobility Assistance Program (LMAP) and the Kiribati Government's Ministry of Labour and Human Resource Development (MLHRD) have subsequently reviewed content and allocated resources to improve the overall relevance and quality of training for Kiribati. It has been agreed, that as much training as possible should be completed in participants' home countries, prior to mobilisation. (This is because workers have limited time once they mobilise to Australia, undertaking employer induction programs, and beginning work.)

Moreover, PCSSP monitoring of worker financial management and financial literacy during the first few months of the pilot has also highlighted the value of providing early support to workers to set goals and manage expectations of remittance flows. The involvement of families/ dependents in initial financial management and budgeting activities for workers during pre-mobilisation may help to set and manage expectations and reach mutually agreed targets.

##### **c. Mobilisation to Australia**

Flight options for NAWPP participants/workers travelling to Australia from Kiribati, Nauru and Tuvalu are limited, prone to delays, and subject to significant cost fluctuations. The cost of flights, which workers are responsible for repaying, can increase significantly if mobilisation has to occur within two (2) weeks of receipt of the 403 visa.

##### **d. On-Arrival Orientation Program**

The PCSSP On-Arrival Orientation Programs for the first two mobilisations addressed essential information required for participants living and working in Australia. Other information included in the On-Arrival Orientation included sexual health topics, identity verification for worker bank accounts, and the purchase of mobile phones and/or Australian sim cards. Some orientation topics and information are being transferred to the pre-departure briefings and training. The critical importance of having a mobile phone or a similar device for both the worker in Australia and the worker's family back in the home country became very apparent after the initial worker mobilisations. Furthermore, the importance of each worker having access to appropriate amounts of cash on arrival and before their first pay was quickly identified as essential during the first two mobilisations.

#### **e. Post Mobilisation Pastoral Care**

The main focus of post-mobilisation pastoral care during the early stages of the PCSSP Pilot Phase included:

- communication support
- debit card use and replacement
- budget planning and financial literacy
- assisting with the resolution and follow-up of a small number of behavioural problems
- support for workers with a number of (potentially serious) medical issues.

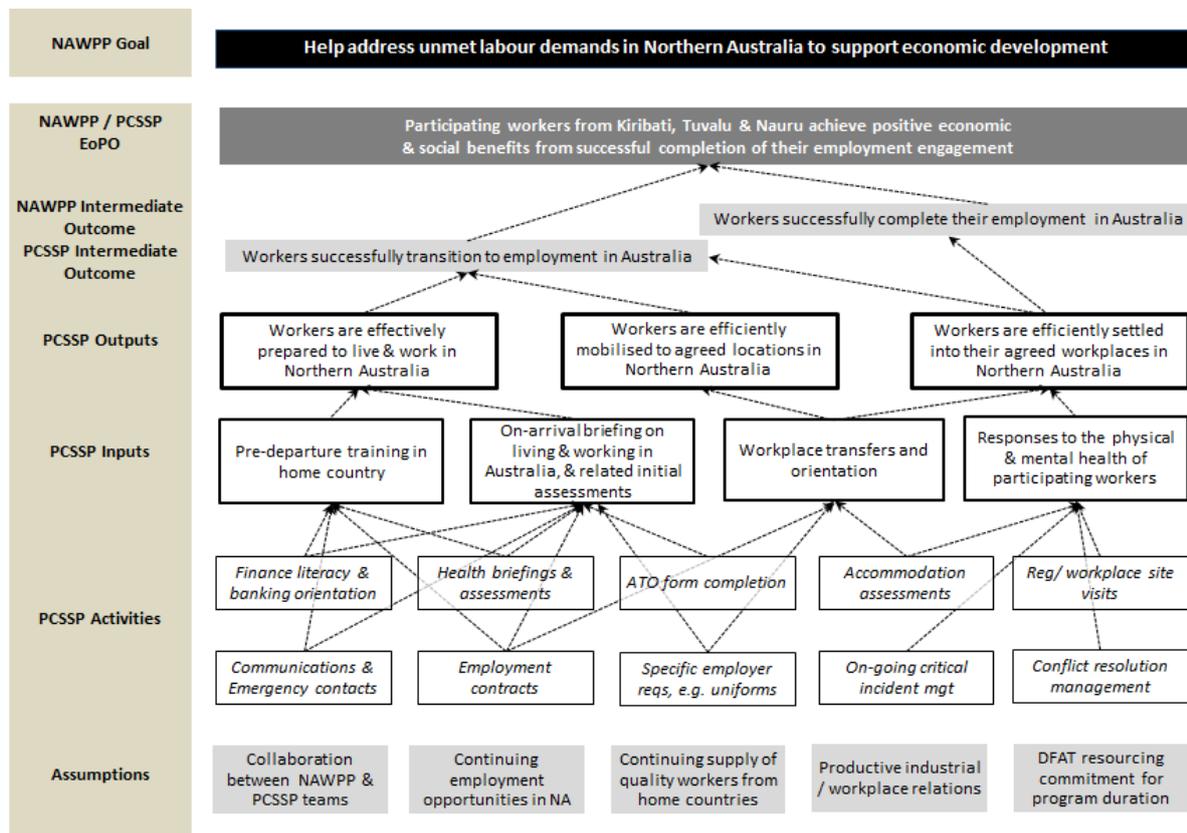
Enhanced procedures for dealing with the later have been put in place, in conjunction with the current employer. On-going, individual engagement with each worker to progress their financial literacy has been found to be essential. The ASIC budget planner template, publically available on the [ANZ MoneyMinded](#) web site has also proved to be a useful tool.

## 5. Investment description

### a. Program Logic and Expected Outcomes

The PCSSP program logic will focus on the intermediate outcome of successfully transitioning workers to employment in Australia. The program logic (see Figure 3 below) identifies the relationships between the PCSSP activities, outputs and outcomes – both intermediate and end of program (EoPO).

Figure 1: PCSSP Program Logic



Given the very specific nature of the PCSSP program and its defined role within the broader NAWPP, only a single *EoPO* (for that aspect of NAWPP that is directly impacted by PCSSP) has been identified, namely that *Participating workers from Kiribati, Tuvalu and Nauru achieve positive economic and social benefits from successful completion of their employment engagement*.

However, two *Intermediate Outcomes* are necessary to achieve the single *EoPO*; while one of the *Intermediate Outcomes* depends solely on PCSSP *Inputs* and *Activities*, the other requires inputs from both PCSSP and NAWPP teams.<sup>5</sup>

### b. Delivery approach

For ease and efficiency of program management, the range of responsibilities for which the MC is to be responsible, under the PCSSP contract, are organised according to three (3) Components. These are:

1. Pre-departure preparation
2. Mobilisation of workers to Australia

<sup>5</sup> It is important to note that there is not necessarily an exclusive, direct linear relationship between the EoPO and the NAWPP Goal represented above. The Goal applies to the complete NAWPP program, while the EoPO applies only to the PCSSP aspects of the overall Northern Australia initiative.

### 3. On-going pastoral care

Figure 2 below identifies each of the Program’s three key components, associated sub-components and required tasks.

**Figure 2: PCSSP Components, Sub-components and related Tasks**

<b>COMPONENT 1: PRE-DEPARTURE PREPARATION</b>	
<b>Sub-Components</b>	<b>Tasks</b>
<b>Sub-component 1(a):</b> Pre-deployment visits to employment workplaces	<ul style="list-style-type: none"> <li>(i) Investigate and, if possible, secure appropriate accommodation where not provided by employers, including negotiating requirements for tenancy bonds, references and tenancy contracts.</li> <li>(ii) Identify appropriate interim accommodation options for the cohort, if required.</li> <li>(iii) Identify safe and affordable transportation for workers to and from their workplaces.</li> <li>(iv) Undertake visit(s) to the workplace and establish relationship with employer.</li> <li>(v) Where possible, investigate and establish networks with relevant diaspora, community organisations and/or migrant resource organisations.</li> </ul>
<b>Sub-component 1(b):</b> Pre-departure training <i>(Refer also to Annex 12)</i>	<ul style="list-style-type: none"> <li>(i) In conjunction with the relevant partner country Ministry or training institution, contribute to the management and delivery of in-country pre-departure training for each employee cohort, scheduled at an appropriate time and place, prior to their mobilisation</li> <li>(ii) Provide specific pre-departure training (relevant to their workplace) covering essential information on: <ul style="list-style-type: none"> <li>• NAWPP objectives and information</li> <li>• 403 visa conditions and obligations</li> <li>• Living and working in Australia</li> <li>• Worker entitlements and obligations</li> <li>• Australian tax, tax file numbers and tax returns</li> <li>• Financial literacy, including personal budgets</li> <li>• Banking, including use of ATM cards</li> <li>• Essential communication, use of mobile phone and social media.</li> </ul> </li> <li>(iii) Prepare and distribute a briefing pack to each worker – which covers important welfare, logistics and employment information (as above) to help workers prepare for their time in living in Australia and working with their nominated employer.</li> <li>(iv) Ensure the briefing pack is designed so that it can remain a useful resource for workers during their complete period in Australia.</li> <li>(v) Ensure workers are aware of the financial demands they can expect to encounter immediately upon arrival (Sim card, food, pharmaceuticals)”</li> <li>(vi) Distribute, collate and analyse a pre-departure training survey on the final day of the training, and include the analysis in relevant reports to DFAT.</li> </ul>

<b>COMPONENT 2: MOBILISATION</b>	
<b>Sub-Components</b>	<b>Tasks</b>
<b>Sub-component 2(a):</b> Mobilisation of cohort	<ul style="list-style-type: none"> <li>(i) Ensure all members of the cohort about to embark are prepared, have all necessary documentation</li> <li>(ii) If necessary, accompany each cohort of workers from their country of origin to Australia.</li> <li>(iii) Arrange and supervise transit accommodation for each cohort for one night (as required, based on flight connections), before onwards travel to their employment location the following day.</li> </ul>
<b>Sub-component 2(b):</b> Orientation to Australia	<ul style="list-style-type: none"> <li>(i) Plan and convene a range of orientation activities to ensure that participating workers transition from their home country with</li> </ul>

	<p>minimum disruption. Orientation will include the following:</p> <ul style="list-style-type: none"> <li>• Health Services briefing</li> <li>• Review of Information Pack as detailed in 1b (iii) and outline of the type of support available to them from the PCSSP team</li> <li>• Completing Palladium privacy collection statement</li> <li>• Assisting each worker to apply for an ATO TFN online, complete the ATO TFN Declaration form and send a copy to the employer on their behalf.</li> <li>• Shopping for purchase of sim cards, mobile phones, appropriate work wear, etc.</li> <li>• Meeting members of the in-Australia diaspora community from their home country</li> <li>• Briefing from occupation-specific union representatives in Australia to ensure workers are aware of union representation, (with approval by DFAT)</li> </ul> <p>(ii) Location and structure of orientation program adapted to each cohort, scheduling constraints, and specific employer requirements and orientation activities, to avoid duplication of information.</p>
<p><b>Sub-component 2(c):</b> In-Australia travel and orientation to workplace</p>	<p>(i) Accompany each cohort on their onward journey to their employment location.</p> <p>(ii) Ensure all workers arrive safely and are formally handed over to the employer</p> <p>(iii) Settle workers into accommodation, including finalisation of tenancy agreements if required, and connection to basic services, including utilities such as electricity, water and telecommunications</p> <p>(iv) Confirm all workers have safe and affordable transportation to and from the workplace;</p> <p>(v) Secure and ensure access to personal banking arrangements with banks, if not completed during initial orientation activities.</p> <p>(vi) Conduct location orientation, including shops, banks, medical centres</p> <p>(vii) Identify and facilitate opportunities for workers to integrate into community networks, including diaspora links, religious institutions and other social networks.</p> <p>(viii) Liaise with employers and workers to identify immediate and/or unexpected pastoral care issues for workers</p> <p>(ix) Identify and support any workers that might present as being at risk due to initial homesickness and potential cultural shock as a result of mobilising to Australia and their new workplace.</p> <p>(x) Encourage workers to seek support and contact the Program team as required through email or the welfare phone support line for all pastoral care concerns in the early stages of employment</p> <p>(xi) Distribute, collate and analyse a survey on the effectiveness and quality of the arrival and workplace orientation, and include the analysis in relevant reports to DFAT.</p>

COMPONENT 3: ON-GOING PASTORAL CARE <sup>6</sup>	
Sub-Components	Tasks
<p><b>Sub-component 3(a):</b> Site visits and general pastoral care support</p>	<p>(i) Establish and staff a pastoral care support hotline available to workers on a 24/7 basis.</p> <p>(ii) Undertake site visits to each workplace/ location on a monthly basis during the first four-month period of each cohort’s assignment.</p> <p>(iii) Undertake additional visits in response to critical incidents</p> <p>(iv) Communicate weekly with workers using phone, email or social media</p> <p>(v) Support and foster the development of a sense of community amongst cohorts to maximise opportunities for peer-to-peer</p>

	monitoring and support
<b>Sub-component 3(b):</b> Incident reporting	<ul style="list-style-type: none"> <li>(i) Ensure adherence to the incident response procedures and incident reporting procedures</li> <li>(ii) Consider if the incident has the potential to affect a worker's capacity to successfully complete their employment assignment; if so, report the incident to DFAT</li> <li>(iii) Complete an Incident Report Form for all welfare incidents and critical incidents.</li> <li>(iv) Update the Incident Report Form on a regular and routine basis until the incident is resolved, including dates of events/responses and responsible PCSSP team member.</li> <li>(v) Ensure DFAT is updated via email on the status of the incident at the end of each working day for the duration of the incident, or as agreed</li> </ul>
<b>Sub-component 3(c):</b> Financial literacy, budgeting and banking	<ul style="list-style-type: none"> <li>(i) Assist each worker with the implementation and adjustments of draft personal budgets developed as part of Pre-departure training</li> <li>(ii) Provide additional training support for workers who have difficulty with financial management and budgeting</li> <li>(iii) If required, further mentor workers of use of ATMs, internet banking and scheduled bank transfers</li> <li>(iv) Assist workers to maintain mutually agreed remittance flows to families</li> <li>(v) Support workers to exercise financial discipline to achieve key repayments for cash advances, pre-paid mobilisation airfares and grow an individual emergency fund within planned and adequate timeframes</li> <li>(vi) Ensure workers submit TFNs to employer within required timeframes and assist workers in accessing taxation advice, if required</li> <li>(vii) Assist workers to be individually competent with managing their personal budgets within the first 4 months of their employment</li> </ul>

## 6. Roles and Responsibilities

The major roles of all key PCSSP stakeholders are summarised in the table below/over:

**Figure 3: Roles and responsibilities of Stakeholders**

Stakeholders	Roles & Responsibilities
<b>Labour Mobility Section</b> <b>Pacific Division, DFAT</b>	<ul style="list-style-type: none"> <li>• Setting, review, adjusting strategic directions of program</li> <li>• Overall coordination and supervision of PCSSP implementation</li> <li>• Supervision of MC resourcing and financial management</li> <li>• Liaison with other participating GoA agencies, and with partner governments</li> <li>• Advise PCSSP of any changes to program implementation, including extensions etc.</li> <li>• Provide feedback to PCSSP on the quality of pastoral care services being provided by the PCSSP team</li> </ul>
<b>Other GoA agencies</b> (Departments of Immigration and Border Protection; Employment; Industry, Innovation and Science; Infrastructure and Regional Development;	<ul style="list-style-type: none"> <li>• Providing feedback on program progress and challenges</li> <li>• Liaison with counterparts in other agencies and organisations</li> <li>• Promoting PCSSP activities within their organisations</li> </ul>

Fair Work Commission	
<p><b>DFAT Teams at Country Posts</b></p> <p>(The level of support able to be provided by Posts may fluctuate and will depend on other in-country priorities and accountabilities at the time, as well as broader Post staffing levels and capacities)</p>	<ul style="list-style-type: none"> <li>• Review and monitor in-country Program implementation in line with the actions included in the Program design</li> <li>• Participate in relevant M&amp;E activities including pre-departures surveys, interviews and focus groups</li> <li>• Liaise with Labour Mobility Section, Pacific Division personnel regarding emerging issues and results with particular relevance for local stakeholders</li> <li>• Respond to (appropriate) requests by PCSSP team for data to assist with the continued smooth implementation of both NAWPP and PCSSP</li> <li>• Advise PCSSP in a timely manner of negotiations relating to the identification and planned mobilisation of all worker cohorts</li> <li>• Identify results and lessons applicable to other contexts within their countries, and transfer learning from other contexts to PCSSP</li> <li>• Recommend options to improve the program administration and management</li> </ul>
<b>PCSSP Workers</b>	<ul style="list-style-type: none"> <li>• Commit to the program implementation</li> <li>• Participate fully in all program activities, including workshops, briefings, seminars and focus groups</li> <li>• Provide feedback to PCSSP MC personnel on program benefits, challenges and workplace issues</li> <li>• Report study progress to the PCSSP Team, as appropriate.</li> </ul>
<b>Employing Organisations</b>	<ul style="list-style-type: none"> <li>• Commit to and deliver agreed employment services to each cohort of workers provided as part of the NAWPP program</li> <li>• Ensure high standards of employee support, conditions, salary payments and all requirements of the relevant industrial awards</li> <li>• Allow access to NAWPP workers at mutually agreed times and locations – by PCSSP, GoA agencies and employee organisations</li> <li>• With PCSSP, regularly review PCSSP implementation to promote its effectiveness in supporting the NAWPP, and Northern Australia employers</li> <li>• Maintain commitment to the legal and policy frameworks established between the employer and the Department of Employment (e.g. deeds of agreement).</li> </ul>
<b>PCSSP Managing Contractor</b>	<ul style="list-style-type: none"> <li>• Implement PCSSP efficiently and effectively, and report progress, benefits and challenges to DFAT, as identified in the Reporting schedule</li> <li>• Conduct program monitoring and evaluation, and reporting</li> <li>• Facilitate participation and support by key stakeholders in monitoring and evaluation of the program</li> <li>• Contribute to capacity building and an effective learning environment for program partners in PCSSP implementation and M&amp;E, that is responsive to gender equality and social inclusion</li> <li>• Ensure efficient mobilisation and workplace placement of all participating workers</li> <li>• Assess and report on individual PCSSP worker orientation, and monitor their progress and challenges (for up to four months from mobilisation)</li> <li>• Provide specific pastoral care support (up to four months) and after that</li> </ul>

as required on an ad hoc basis after the first four months of each cohort

- Report on key achievements, best practices and lessons learned from PCSSP implementation
- Recommend options based on lessons learned to improve the program administration and management
- Analyse emerging or changing GoA and/or regional migration and labour market issues and their implications for PCSSP
- Provide early and accurate advice to the Reference Group and Posts on any emerging issues or challenges associated with program implementation.