



PACER Plus
IMPLEMENTATION UNIT

Mapping of Visa Pathways for Mode 4 and Semi-Skilled/Skilled Labour Mobility to Australia and New Zealand



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Executive summary

Introduction

In March 2023, Sustineo was engaged by the PACER Plus Implementation Unit (PPIU) to analyse visa pathways outside of the existing Recognised Seasonal Employer (RSE) and Pacific Australia Labour Mobility (PALM) programmes that can facilitate Mode 4 and semi-skilled as well as skilled labour mobility, to Australia and New Zealand (NZ).

The key objectives of the study are as follows:

1. Identify the existing visa pathways that can facilitate Mode 4 movements as well as semi-skilled and skilled labour mobility to Australia and NZ.
2. Capture information on eligibility conditions and other criteria for successful visa applications.
3. Verify the potential opportunities presented under these visa pathways for Mode 4, semi-skilled, and skilled labour mobility.
4. Understand the constraints to increasing utilisation of these visa pathways by Pacific workers and businesses and possible solutions to address these constraints.

This report presents findings and recommendations derived from analysis of primary and secondary qualitative and quantitative data.

Methodology

Sustineo's approach was premised on participatory dialogue and inclusiveness. The research process was guided by adherence to *Talanoa*, a Pacific Islands Indigenous methodology that is fundamentally relevant to research in the Pacific context.

Five key lines of enquiry (KLEs) were identified for the study to guide data collection and analysis. The KLEs were:

1. What are the existing visa pathways that can facilitate Mode 4 movements as well as semi-skilled and skilled labour mobility to Australia and NZ?
2. Which Australian and NZ industries make the most use of the pathways identified in KLE1?
3. To what extent are workers from Pacific countries using the pathways identified in KLE1?
4. What factors constrain the use of these visa pathways by Pacific workers?
5. How could the demand side constraints identified in KLE4 be addressed?

The study was conducted using a mixed methods approach, albeit with more emphasis on qualitative data. It involved a comprehensive desk assessment assessing qualitative and quantitative data from the immigration areas from within the Australian Department of Home Affairs (DHA), the NZ Ministry of Business, Innovation and Employment (MBIE), and other relevant websites and other data sources. The data was used to identify existing visa pathways, eligibility conditions, levels of uptake, potential constraints, and informed the stakeholder interview questions.

Online scoping and Key Informant Interviews (KIIs) were undertaken with a range of government and industry stakeholders from both Australia and NZ. These online consultations were used to gather primary data.

Limitations

It is particularly important to note that the following areas are not covered in this report:

- pathways to permanent residency in Australia and NZ
- visa pathways associated with existing Pacific labour mobility schemes
- visa pathways that permit employment, but do not have employment as their primary focus (e.g. partner visas, student visas).

There are several additional limitations to the findings presented in this report, which are expanded in more detail in the Methodology section:

- data availability
- the upcoming Australian migration system overhaul
- scope of stakeholder consultations
- visas granted versus visa holders or visa entries.

Existing business and temporary employment visas

There are a number of visas that allow foreign citizens of Pacific countries to work in Australia and NZ on a temporary basis.

Australia: Temporary Employment Visas

The primary visa pathways and associated streams that could be used to facilitate circular labour mobility from Pacific countries to enter Australia are listed in Table 1.

Table 1: Australian visa pathways for Pacific temporary workers

Visa	Streams
Business Innovation and Investment (Subclass 188)	Business Innovation
	Investor
	Significant Investor
	Entrepreneur
Temporary Work (Short Stay Specialist) (Subclass 400)	Highly Specialised Work
Temporary Activity (Subclass 408)	Special Program
	Religious Work
	Research Activities
	Invited for other social and cultural activity (Invited Participant)
	Sporting Activities
	Entertainment Activities
	Exchange Arrangements
	Domestic Work for Executives

Visa	Streams
Temporary Skill Shortage (Subclass 482)	Short-term
	Medium-term
	Labour Agreement
Temporary Graduate (Subclass 485)	Graduate Work
	Post-Study Work
Skilled Work Regional (Provisional) (Subclass 491)	Main Applicant
Skilled Employer Sponsored Regional (Provisional) (Subclass 494)	Employer Sponsored
	Labour Agreement

In Australia, the basic conditions of visa eligibility include:

- applicants must meet the minimum health requirements
- applicants must meet the set character requirements.
- applicants must have adequate health insurance
- applicants and any family members (including those who do not apply for a visa with the applicant) must not owe any money to the Australian government
- applicants must not have had a visa cancelled or a previous application refused
- applicants must sign the Australian values statement that confirms that they will respect the Australian way of life and obey Australian laws.

In addition to these criteria, each Australian visa pathway permits different activities, has a variable length of stay, and has its own criteria that an applicant must meet in order to be granted the visa. These additional criteria may include specific skill levels or experience, sponsorship arrangements, age restrictions etc. The details of such criteria are detailed in the Australia: Temporary Employment Visas section of the report.

Australia: Business Visitor Visa

In addition to these temporary employment visas available to Pacific workers, businesspeople from the Pacific can travel to Australia for limited business purposes across a short period on the Business Visitor (subclass 600) visa. The eligibility criteria for the Business Visitor visa is less extensive than the requirements for the temporary employment visas and is outlined in the Australia: Visitor Visa section of the report.

New Zealand: Temporary Employment Visas

The key visas that are available for Pacific workers to come to temporarily work in NZ are:

- Accredited Employer Work Visa
- Entertainers Work Visa
- Fishing Crew Visa
- Domestic Staff of a Diplomat Work Visa
- Work Exchange Scheme Work Visa
- Religious Worker Work Visa
- Talent (Arts, Culture, Sports) Work Visa

- Specific Purpose Work Visa
- Entrepreneur Work Visa
- Post Study Work Visa
- Student and Trainee Work Visa

The basic application criteria that are required for all identified NZ visas include:

- providing proof of identity through a passport or certificate of identity¹ and one or two acceptable photos.
- providing evidence of good health
- providing proof of good character through providing police certificates
- demonstrating genuine intentions to meet the conditions of the specific visa.

In addition to the general criteria above, each of the NZ temporary employment visas available for Pacific workers have specific criteria that applicants must meet. These criteria relate to the nature of the visa, often covering providing proof of qualifications or experience relevant for the industry of the visa and an employment offer or sponsorship from an employer or organisation in the industry. The details of the specific criteria are included in New Zealand: Temporary Employment Visas section of the report.

New Zealand: Visas for Business Visits

In addition to these temporary employment visas, NZ has a number of different visitor visas that Pacific businesspeople can use to visit the country. These visitor visas include:

- Business Visitor Visa
- Arts and Music Festival Visitor Visa
- Short-term Entertainment Act Visitor Visa
- Sports Event Visitor Visa
- Academic Visitor Visa
- Visiting Media Visitor Visa

The eligibility criteria for each of these visitor visas varies but the basic eligibility criteria listed above is consistent across these visas. The specific criteria for each visitor visa are outlined in New Zealand: Visitor Visas section of the report.

Utilisation of visas by Pacific countries

Australia

Temporary Skill Shortage (TSS) visa

The Temporary Skill Shortage (TSS) (subclass 482) visa is considered the leading visa through which temporary workers enter Australia. As such, the data publicly available and made available to Sustineo by DHA for temporary workers focuses on this visa.

From 2011-12 to 2021-22, only 1,848 TSS workers came from the Pacific, which is exceptionally low in comparison with the top countries for the TSS. The vast majority of the Pacific workers

¹ A certificate of identity is any document, other than a passport, issued by the government of any country that allows a person to travel.

entering Australia on the TSS visa have been from Fiji and Papua New Guinea (PNG), with over 800 visas granted to workers from each country. Tonga has had 42 TSS visas granted to its workers and all other Pacific countries have had less than 25 TSS visas granted to their workers. There has been a reduction in the overall use of this visa by Pacific workers over time, but this is in line with broader reductions coming from Australian policy changes and COVID-19 impacts.

Although different streams of the TSS visa have restrictions on eligible occupations, between 2011-12 and 2021-22, the top sponsoring industries for Pacific workers on the TSS were 'Mining', 'Other Services', 'Professional, Scientific and Technical', 'Health Care and Social Assistance', 'Manufacturing', and 'Retail Trade'. The most common occupations differed across countries. Focusing on the two primary source countries, for Fiji the most common sponsoring industry was 'Other Services', followed by 'Professional, Scientific and Technical' and 'Manufacturing'. For PNG, the 'Mining' industries attracted a significant portion of their workers. There are a few workers from other countries involved in the 'Mining' industry.

The most common age group for workers from the Pacific was 30-34 years old (27.4% overall). This group was followed by 25-29 years old (21%) and 35-39 years old (20.1%). This trend typically held for countries across the decade. This means that Pacific workers on the TSS visa are therefore in a key stage of their career and skill development when they are on this visa. On average across the decade, the majority of these visa holders were male (81.1%), and this typically held across countries except where sample sizes were small.

Other visas

Aside from the TSS visa, significantly fewer people from Pacific countries used the remaining visa pathways. Of these, Temporary Work (Short Stay Activity) visas were most common, followed by Temporary Activity visas. Within the Temporary Activity visas, people from Pacific countries have mainly used the 'Invited for Other Social and Cultural Activity (Invited Participant)' and 'Religious Work' streams.

Business Visitor visa

Between 2012-13 and 2022-23 (until 31 March), Australia granted 72,404 business visitor visas to people from the Pacific. Businesspeople from PNG and Fiji are making the most use of this visa, with 28,474 and 18,352 visits respectively. PNG business visits included the use of an APEC Business Travel Card 536 times. The next most common countries using this visa are Solomon Islands, Vanuatu, Tonga, Samoa, Kiribati, and Nauru. Prior to the onset of the COVID-19 pandemic there had been a steady decline in the number of Pacific businesspeople being granted this visa to visit Australia.

New Zealand

Accredited Employer Work Visa (AEWV)

The primary temporary worker visa available for NZ is the Accredited Employer Worker Visa (AEWV) and its predecessor visas that the AEWV subsumed in 2022. From 2013 to 2022, 22,803 workers from Pacific countries were granted an AEWV or one of its predecessor visas. This usage is exceptionally higher than the usage of the Australian TSS visa by Pacific workers and has increased over time. However, this difference is driven by the use of AEWV by Fijian citizens, who

make up 83.9% of these visas. There is a significant gap before reaching the next highest usages overall, which is Tonga and then Samoa.

Unlike the Australian TSS visa, the AEWV is not tied to specific occupation lists. Between 2013 and 2022, the most common occupations (at the ANZSCO Sub-Major Group level) for Pacific workers on the AEWV and its predecessors, aside from the generic category of Other, were 'Road and Rail Drivers', 'Automotive and Engineering Trades Workers', 'Farm, Forestry and Garden Workers', 'Construction Trades Workers', and 'Carers and Aides'. The most common occupations differed across countries. For Fiji, the most common Sub-Major Group was 'Road and Rail Drivers' and for Tonga and Samoa it was 'Factory Process Workers'.

From 2013 to 2022, the most common age group for workers from the Pacific was 30-39 years old (39.4% overall), with 20-29 years old and then 40-49 years old being the next most common age groups (28.9% and 21.9% respectively). This was consistent across all years and this trend typically held for all countries. Similar to the Australian TSS visa, this means that Pacific workers entering NZ on the AEWV or predecessor visas were most likely to be within a primary career and skill development stage when they come to NZ. Also similar to the demographics of workers in Australia, on average across the decade, 81.6% of Pacific workers were male. However, there were two countries with higher proportions of women: 47.7% of workers from Kiribati were female, while the corresponding figure for Tuvalu was 33.3%.

Other visas

Of the other NZ visas available for Pacific temporary workers, the most common were Specific Purpose Work Visas, Post-Study Work Visas, and Religious Worker Work Visas. The most highly represented countries across the available other visas were Fiji, Tonga, and Samoa. However, workers from Kiribati were considerably more likely to obtain visas for Fishing Crews.

Visitor visas

Although NZ has a range of different visitor visas that Pacific businesspeople can obtain for work purposes, the publicly available data only contains information on the Business Visitor visa. Overall, Pacific businesspeople have visited NZ on this visa 18,378 times between 2013 and 2022. Unlike Australia, whose business visitors had been declining prior to the onset of the COVID-19 pandemic, the business visitors to NZ have been relatively consistent up until 2020. However, the citizenship of business visitors to NZ is similar to Australia, most of these visitors came from Fiji and PNG, although the overall visitor numbers to NZ are significantly lower than those visiting Australia.

Industry utilisation of temporary employment

The most prominent temporary employment visas available to Pacific citizens, the TSS visa and AEWV, have had limited use by Pacific citizens. However, it is crucial to consider that these two visas are both driven by the demand from employers within specific industries. Pacific citizens are not able to apply for these visas independently, they need a job offer from a business in Australia or NZ. Hence, the broader usage of these visas by specific industries in Australia and NZ provides an indication of industries that could have more opportunities for Pacific workers.

In 2021-22, the Australian Government granted 32,062 temporary worker visas (TSS and predecessor visa) to workers from all over the world, but only 207 of these workers came from Pacific countries. The overall numbers of temporary worker visas has decreased by 53.1% decrease since 2011-12, when 68,314 temporary worker visas were granted. The top five sponsor industries for temporary workers in 2021-22 were 'Professional, Scientific, and Technical', 'Information Media and Telecommunications', 'Health Care and Social Assistance', 'Other Services', and 'Accommodation and Food Services'. This differs slightly from the most common industries for Pacific workers on the TSS visa, which were 'Mining', 'Other Services', 'Professional, Scientific and Technical', 'Health Care and Social Assistance', and 'Manufacturing'.

In 2022, of the 62,643 relevant temporary visas the NZ government granted, AEWVs made up 35.5%, while its predecessor visas constituted a further 36.0%. Although Pacific workers only made up 3,264 of these AEWV and predecessor visas in 2022, this is a much higher share than compared with Pacific workers on the TSS visa. The top five occupations in the AEWV and predecessor visas were 'Construction Trades Workers', 'Food Trades Workers', 'Health Professionals', 'Automotive and Engineering Trades Workers', and 'Hospitality, Retail and Service Managers'. The main nominated occupations have changed over time, with the share of 'Automotive and Engineering Trades Workers' and 'Construction Trades Workers' increasing. These industries were the second and fourth most common industries for Pacific workers. The other occupations which were common for Pacific workers do not currently rank very high among workers from all over the world.

Constraints

The constraints that are currently limiting the ability of Pacific workers to access the temporary employment and business visitor visas cover both systemic constraints and visa-specific constraints. The visa-specific constraints are outlined in the Specific visa constraints section of the report and relate to skills and occupation requirements, financial requirements, and sponsorship requirements.

The main systemic demand side constraints identified by stakeholders were low knowledge of Pacific workers, the structure of recruiting industries, the investment costs for businesses, and administrative factors relating to processing times and general visa requirements. Each of these challenges was evident in both Australia and NZ, although some were more prominent in one country. The system-level supply-side constraints that impact the utilisation of international employment visas are focused on concerns over skills departure ('brain drain'), obtaining sufficient skills and experience, administrative factors, and a lack of associated support services.

Recommendations

The constraints impacting the Pacific's utilisation of temporary visa pathways vary between system-level, industry-level, and visa specific. Accordingly, addressing these constraints requires measures aimed at multiple levels. The report identified the following three priority areas for assistance:

Addressing awareness. Stakeholders identified that low knowledge about the skills held by Pacific workers and how to engage them with temporary employment visas is restricting the engagement of these workers.

Changes to systems. The Australian Government has already begun addressing some of the constraints raised in this study through its revised Migration Strategy. The expected changes from the overhaul of the migration system, including the consolidation of visa subclasses, may have flow-on effects for the level of investment costs required by businesses for temporary skilled labour. The consolidation of visa types that the Australian Government is undertaking is already in place within the NZ system. The system-level constraints raised by stakeholders in this study were skewed towards Australia, although greater communication and clarification for migrants and industries around visa options was highlighted in both countries.

Roles for industries and support services. In the context of the Australian Government updating its Migration Strategy and making changes to visa processes, there is currently an opportunity for industries to articulate the current problems they are facing with recruiting international workers and how the migration system could be improved to facilitate better engagement with international workers. There is also a role for establishing commercial or public migration support services in Pacific sending countries outside of the support for PALM or RSE. Recruitment is the starting point for all employment visa pathways and the more formalised and reputable systems in place in other countries mean that those countries are capturing a high share of the potential work opportunities in Australia and NZ.

Next steps

The report identified seven priority actions that the PACER Plus Implementation Unit (PPIU) could take to help address the constraints identified above. These actions, explained in more detail in Section 6, are aimed at either directly addressing some of the identified challenges, or encouraging government and industry actors to make some of the changes that stakeholders identified as crucial.

1. Engage closely with the Australian Government during the migration strategy consultation process.
2. Put in place a plan for the promotion of Australian temporary work visas in the aftermath of the migration system overhaul.
3. Work with sector peak bodies to build awareness of opportunities for recruiting temporary Pacific workers.
4. Explore the potential for expanding the remit of Labour Sending Units to provide advice regarding visa pathways outside PALM and the RSE.
5. Continue engaging with Pacific governments regarding concerns about brain / skills drain.
6. Advocate for further exploration of the DFAT Working Group's recommendations regarding an expanded role for the Australia Pacific Training Coalition and engagement with other regional training providers.
7. Explore the potential of a Pacific version of the APEC Business Travel Card.

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List of acronyms and abbreviations

Acronym	Meaning
ABTC	APEC Business Travel Card
AEWV	Accredited Employer Work Visa
ANZSCO	Australian and New Zealand Standard Classification of Occupations
APEC	Asia Pacific Economic Cooperation
APTC	Australia Pacific Training Coalition
CRICOS	Commonwealth Register of Institutions and Courses for Overseas Students
DAMA	Designated Area Migration Agreements
DFAT	Australian Department of Foreign Affairs and Trade
DHA	Australian Department of Home Affairs
GTES	Global Talent Employer Sponsored
KII	Key Informant Interviews
KLE	Key lines of enquiry
LSU	Labour Sending Units
LTSSLO	Long Term Skill Shortage List Occupation
MBIE	New Zealand Ministry of Business, Innovation and Employment
MFAT	New Zealand Ministry of Foreign Affairs and Trade
MLTSSL	Medium & Long Term Strategic Skilled Skills List
NZ	New Zealand
PACER	Pacific Agreement on Closer Economic Relations
PALM	Pacific Australia Labour Mobility
PNG	Papua New Guinea
PPIU	PACER Plus Implementation Unit
ROL	Regional occupation list
RSE	Recognised Seasonal Employer
STSOL	Short Term Skilled Occupation List
TSMIT	Temporary Skilled Migration Income Threshold
TSS	Temporary Skill Shortage

1 Introduction

In March 2023, Sustineo was engaged by the PACER Plus Implementation Unit (PPIU) to analyse visa pathways outside of the existing Recognised Seasonal Employer (RSE) and Pacific Australia Labour Mobility (PALM) programmes that can facilitate Mode 4 and semi-skilled as well as skilled labour mobility, to Australia and New Zealand (NZ), and to produce a high quality and consolidated report and presentations drawing on this analysis. This report presents findings and recommendations derived from analysis of primary and secondary qualitative and quantitative data.

Background

PACER Plus is a trade and development agreement that entered into force on 13 December 2020.² The agreement covers goods, services and investment, and aims to lower barriers to trade, provide greater certainty for businesses, raise living standards, create jobs and increase exports across the Pacific.

Services have become the backbone of the global economy and the most dynamic component of international trade. The service sector today generates more jobs and output than any other sector and government policies in relation to services trade are now important determinants of foreign direct investment, economy-wide productivity, and export performance. PACER Plus provides an opportunity for Parties to increase their participation and gains from services trade through the Trade in Services Chapter and development support provided under the Development and Economic Cooperation work programme.

The PACER Plus Trade in Services Chapter defines services trade as the supply of services through four modes: i) from the territory of one Party into the territory of another Party ('Mode 1'); ii) in the territory of one Party to the service consumer of another Party ('Mode 2'); iii) by a service supplier of one Party, through commercial presence in the territory of another Party ('Mode 3'); and iv) by a service supplier of one Party, through presence of natural persons of a Party in the territory of another Party ('Mode 4').

By this definition, visa pathways to facilitate Mode 4 essentially covers the temporary movement of:

- i. persons providing services where a foreign service supplier obtains a contract to supply services to the host country company and sends its employees to provide the services;
- ii. independent service providers i.e. an individual selling services to a host country company or to an individual;
- iii. persons employed abroad by foreign companies established in the host country (but excluding nationals of the host country).

In addition to Mode 4 movements, the PACER Plus Arrangement on Labour Mobility facilitates the temporary movement of low skilled, semi-skilled and skilled workers from one Party to the territory of another Party for the purpose of temporary employment. In the Pacific, these temporary movements are largely administered under the Australian Pacific Australia Labour Mobility (PALM)

² PACER Plus has been ratified by Australia, Cook Islands, Kiribati, NZ, Niue, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.

scheme and the New Zealand Recognised Seasonal Employment (RSE) scheme. These labour mobility schemes are largely limited to low-skilled employment in the horticulture and meatworks industries.

Outside of these labour mobility schemes, there is a lack of consolidated information available on other existing visa pathways that Mode 4, semi-skilled, and skilled Pacific workers can use to access Australia and NZ. This lack of transparency can impede Parties ability to optimise the benefits of the PACER Plus Agreement and the Arrangement on Labour Mobility.

Purpose and objectives

The purpose of this study is to explore visa pathways outside of the existing RSE and PALM programmes that can facilitate Mode 4 and semi-skilled as well as skilled labour mobility, to Australia and New Zealand. Australia and New Zealand are the main labour receiving countries for Pacific countries and are the largest economies that can accelerate services trade with Pacific Island countries.

The key objectives of the study are as follows:

1. Identify the existing visa pathways that can facilitate Mode 4 movements as well as semi-skilled and skilled labour mobility to Australia and NZ.
2. Capture information on eligibility conditions and other criteria for successful visa applications.
3. Verify the potential opportunities presented under these visa pathways for Mode 4, semi-skilled, and skilled labour mobility.
4. Understand the constraints to increasing utilisation of these visa pathways by Pacific workers and businesses and possible solutions to address these constraints.

This report is structured to respond to the objectives of the study. The next section discusses the methodology adopted including the study approach, Key Lines of Enquiry (KLE), data collection, analysis and reporting. Chapter 6 discusses the findings of the study as aligned to each KLE and the last section provides insights and recommendations for addressing identified constraints to the utilisation of identified visa pathways by Pacific PACER Plus Parties.

2 Methodology

This section provides an overview of our underlying approach, the study’s KLEs, and the data collection and analysis methods.

Approach

Sustineo’s approach was premised on participatory dialogue and inclusiveness. The research process was guided by adherence to **Talanoa, a Pacific Islands Indigenous methodology** that is fundamentally relevant to research in the Pacific context.³ *Talanoa* is characterised by “engaging in dialogue with or telling stories to each other ... [without] concealment of the inner feelings and experiences that resonate in our hearts and minds”.⁴ Aligned with Indigenous values of reciprocity, respect, love and humility, both researcher and participants are reminded of obligations to treat all information confidentially and adhere to high ethical standards.

Key lines of enquiry

The KLEs for the study are set out in Table 1, along with the relevant sources of data. The KLEs were used to guide data collection and analysis.

Table 1: KLEs and Sub-questions

KLEs	Sub questions	Data sources
What are the existing visa pathways that can facilitate Mode 4 movements as well as semi-skilled and skilled labour mobility to Australia and NZ?	<p>What are the relevant business visa pathways?</p> <p>What are the relevant employment visa pathways?</p> <p>What are the eligibility criteria attached to each of these pathways?</p>	<ul style="list-style-type: none"> Stakeholder engagement Qualitative desk assessment
Which Australian and NZ industries make the most use of the pathways identified in KLE1?	<p>Are there any industries that rely on a few specific pathways?</p> <p>Are there any industries that use a wide range of pathways?</p>	<ul style="list-style-type: none"> Stakeholder engagement Qualitative desk assessment Quantitative data analysis
To what extent are workers from Pacific countries using the pathways identified in KLE1?	<p>Which pathways are most frequently used by Pacific workers?</p> <p>Which are the main Pacific countries from which applicants to these pathways come?</p> <p>What is the demographic breakdown (age, gender, marital status, etc.) of Pacific workers using these pathways?</p>	<ul style="list-style-type: none"> Qualitative desk assessment Quantitative data analysis

³ Vaioleti, T. 2006. ‘Talanoa Research Methodology: A Developing Position on Pacific Research.’ *Waikato Journal of Education*, Issue 12: 21-34

⁴ Halapua, S. 2008. *Talanoa Process: The Case of Fiji*. <http://unpan1.un.org/intradoc/groups/public/documents/un/unpan022610.pdf>

KLEs	Sub questions	Data sources
	What industries are Pacific workers using these pathways employed in?	
What factors constrain the use of these visa pathways by Pacific workers?	<p>What are the demand side constraints?</p> <p>What are the supply side constraints?</p>	<ul style="list-style-type: none"> Stakeholder engagement Qualitative desk assessment
How could the demand side constraints identified in KLE4 be addressed?	<p>What actions could the PPIU take to address demand side constraints?</p> <p>What actions could the Australian and NZ governments take to address demand side constraints?</p> <p>What actions could relevant industry actors take to address demand side constraints?</p>	<ul style="list-style-type: none"> Stakeholder engagement Qualitative desk assessment

The following areas are outside the scope of this report:

- pathways to permanent residency in Australia and NZ
- visa pathways associated with existing Pacific labour mobility schemes
- visa pathways that permit employment, but do not have employment as their primary focus (e.g. partner visas, student visas).

Data collection, analysis, and reporting

The study was conducted using a mixed methods approach, albeit with more emphasis on qualitative data.

Desk assessment

This involved assessing qualitative and quantitative data from the immigration areas from within the Australian Department of Home Affairs (DHA), the NZ Ministry of Business, Innovation and Employment (MBIE), and other relevant websites and other data sources. The data was used to identify existing visa pathways, eligibility conditions, levels of uptake, potential constraints, and informed the stakeholder interview questions.

Stakeholder engagements

Online scoping and Key Informant Interviews (KIIs) were undertaken with a range of government and industry stakeholders from both Australia and NZ. These online consultations were used to gather primary data. The methods used, aligned to stakeholder groups, are outlined in Annex 1. Industry stakeholders were selected from industries that feature heavily in the Short-Term Skilled Occupation List (STSOL) — see Annex 2, and the Medium & Long Term Strategic Skilled Skills List (MLTSSL) — see Annex 3, which are used to determine eligibility for Australia's Temporary Skill Shortage (TSS) visa (subclass 482). Where possible, a representative of the peak body for each industry was interviewed. For KIIs, stakeholders were provided with a Participant Information sheet (see Annex 4: Participant information sheet) to ensure their informed consent to participate. The KIIs were conducted using a semi-structured interview guide approach, meaning that the

interviewers adapted a standard list of questions to the specific expertise of each interviewee and reworded questions spontaneously if needed. Interview guides are provided in Annex 5.

Analysis and reporting

Data analysis was guided by the KLEs identified above. For each sub-question we identified relevant qualitative and quantitative data, which was then integrated to produce robust findings and recommendations. The PPIU provided feedback on a draft version of this report.

Limitations

There are several limitations to the findings presented in this report:

- **Data availability.** A key challenge in assessing the temporary worker landscape in Australia was the paucity of data. This issue was noted by the 2023 review: “With the exception of the PALM scheme, the Department of Home Affairs does not generally have visibility of whether [temporary visa holders] are actually working or the nature of any work they undertake” (Parkinson et al 2023: 51). Some relevant data was gleaned from the latest DHA ‘Temporary Work (skilled) visas granted pivot table report’ (DHA 2023a) and ‘Visitor visas granted pivot table (DHA 2023c), and DHA was able to provide some high level data on other visa pathways.⁵ However, the data provided covered a large number of visas that are outside the scope of this study and could not be disaggregated, hence only limited data on the Temporary Skills Shortage (TSS) visa and its predecessor visa could be used. Therefore, we have not been able to analyse the use of other visa pathways by Pacific temporary workers to enter Australia. However, given the niche status of many of these pathways, the relevant numbers are likely to be low. Additionally, although NZ publishes a comparatively large amount of data on temporary workers, the data tool available from MBIE limits the number of variables that can be downloaded within one dataset. Similar to DHA, MBIE was able to directly provide some high level data, but this data similarly covered a large number of visas that are outside the scope of this study and could not be disaggregated. Hence, the NZ data is limited to the analysis of the most prominent temporary work visa — the Accredited Employer Work Visa.
- **The upcoming Australian migration system overhaul.** This study was carried out during a period of significant change in the Australian migration system (see Box 1). The forthcoming new migration strategy, announced during the study period, will involve significant changes to the pathways for temporary labour migration to Australia, and it is likely that several of the visas identified in this study will be removed or have their eligibility criteria adjusted.
- **Scope of stakeholder consultations.** There was insufficient time and budget for the study to consult with Pacific government stakeholders regarding supply side constraints. Further to this, the study team was not able to interview potential or actual temporary visa applicants due to confidentiality concerns. As a result, this report represents the views of Australian and NZ stakeholders only.
- **Visas granted versus visa holders or visa entries.** The numbers presented throughout the document are the visas granted within a financial year. Some work visas and the business visitor visa enable multiple entries to and from Australia and NZ, over multiple years. For

⁵ Further limited detail could be provided. This limitation was due to confidentiality concerns arising from the small number of applicants from the Pacific.

some visa types, such as short term specialist visitor visas, there is the potential for one person to have obtained that visa multiple times in the one year. Similarly, where a visa is approved for multiple years, there is a cumulative number of visa subclass holders able to travel to Australia with the year.

Box 1: The Australian migration system overhaul

In 2022, the Australian Government commissioned an independent review of the country's migration system. The review panel's final report was published in March 2023, and identified a set of 'reform directions' supported by 15 'measures' aimed at supporting these directions. On 27 April 2023, the Minister for Home Affairs, the Hon Claire O'Neil MP, announced in an address to the National Press Club that in response to the review the government would be developing a new Migration Strategy, and published an outline of the Strategy to shape further consultation. The outline argues that Australia's current migration system: fails to prioritise the migrants required to enhance economic prosperity and security; is too complex for both employers and migrants; fails to deliver the right outcomes for Australians and migrants post-arrival; and is not aligned with the Australian values of integrity, fairness and inclusion (DHA 2023b: 2). In Minister O'Neil's National Press Club address, she indicated that the government plans to

create three tiers of regulation for migrants: a 'light-touch' approach for very skilled migrants on high salaries; a mid-level cohort of migrants who earn above the amount of the temporary skilled migration income threshold; a lower-wage cohort in sectors experiencing skills shortages, such as the caring economy.
Karp 2023

The government will consult with State and Territory governments and other key stakeholders during May and June, and plans to publish the new Strategy in late 2023.

3 Existing Business and Temporary Employment Visa Pathways to Australia and New Zealand

Existing Temporary Employment Visa Pathways

This section outlines the main visas that allow foreign citizens of Pacific countries to work in Australia and NZ on a temporary basis. For each relevant visa pathway, the permitted activities, length of stay, and eligibility criteria are listed.

Australia: Temporary Employment Visas

Migration is a vital driver of economic growth in Australia (Parkinson et al 2023: 1), and temporary workers form an important part of the broader system. The primary visa pathways that could be used to facilitate circular labour mobility from Pacific countries to enter Australia are listed in Table 2.⁶ All the visas listed in the table allow visa holders multiple entries into the country, except for the Temporary Work (Short Stay Specialist) visa, which can be for either single or multiple entry.

Table 2: Australian visa pathways for Pacific temporary workers

Visa	Streams	Description	Length
Business Innovation and Investment (Subclass 188)	Business Innovation	Allows holders to conduct business activities.	Up to 5 years
	Investor	Allows holders to conduct investment activities.	Up to 5 years
	Significant Investor	Allows holders to conduct investment activities.	Up to 5 years
	Entrepreneur	Allows holders to conduct entrepreneurial activities.	Up to 5 years
Temporary Work (Short Stay Specialist) (Subclass 400)	Highly Specialised Work	Allows those with highly specialised skills, knowledge, or experience that can help Australian business to work in Australia.	Up to 6 months
Temporary Activity (Subclass 408)	Special Program	Allows holder to take part in a special program to exchange culture, knowledge and social experiences	Up to 12 months
	Religious Work	Allows holder to do full-time religious work for a religious institution	Up to 2 years
	Research Activities	Allows holder to observe or take part in a project at a research or tertiary institution	Up to 2 years

⁶ Other temporary visa types that permit work but are out of scope for this study include: the Student visa (subclass 500); the Special Category visa (subclass 444), which is specifically for New Zealand citizens; the various bridging visas (subclasses 010, 020, and 030); and the Temporary Protection (subclass 785), which is for people who arrive in Australia without a visa and want to apply for asylum.

Visa	Streams	Description	Length
	Invited for other social and cultural activity (Invited Participant)	Allows holder to take part in a community-based event for a cultural or social activity such as a sporting, religious, artistic or academic event, or a conference	Up to 3 months
	Sporting Activities	Allows holder to take part in a structured sports training program at a national or international level, or play for or coach, instruct, or adjudicate for an Australian sporting team or organisation for a season	Up to 2 years
	Entertainment Activities	Allows holder to work in the entertainment industry as a performer production, or support staff	Up to 2 years
	Exchange Arrangements	Allows holder to take part in a reciprocal staff exchange with an Australian organisation	Up to 2 years
	Domestic Work for Executives	Allows holder to work full-time as a domestic worker in the household of certain senior foreign executives	Up to 2 years
Temporary Skill Shortage (Subclass 482)	Short-term	Enables Australian employers to bring in skilled workers to fill roles that cannot be filled domestically.	Up to 2 years if working for sponsor, Up to 4 years if an International Trade Obligation applies
	Medium-term	Enables Australian employers to bring in skilled workers to fill roles that cannot be filled domestically.	Up to 4 years
	Labour Agreement	Enables Australian employers to bring in skilled workers in line with existing labour agreements.	Up to 4 years
Temporary Graduate (Subclass 485)	Graduate Work	Allows recently graduated international students with specific skills to live, study and work in Australia temporarily.	Up to 18 months (For Graduate Work)
	Post-Study Work	Allows recently graduated international students with specific skills to live, study and work in Australia temporarily.	Up to 2 years if achieved Bachelors (including Honours) degree Up to 3 years if achieved Masters degree

Visa	Streams	Description	Length
			Up to 4 years if achieved Doctoral degree
Skilled Work Regional (Provisional) (Subclass 491)	Main Applicant	Allows skilled workers nominated by a state or territory government or an eligible relative to live, work, and study in a designated region of Australia.	Up to 5 years
Skilled Employer Sponsored Regional (Provisional) (Subclass 494)	Employer Sponsored	Allows skilled workers sponsored by a business to live, work, and study in regional Australia.	Up to 5 years
	Labour Agreement	Allows skilled workers sponsored by a business to live, work, and study in regional Australia.	Up to 5 years

Eligibility Criteria

The eligibility criteria for the temporary employment visas which are available for Pacific workers varies between each visa. However, the available visas in Table 2 do not have restrictions based on the citizenship of the applicant. The basic conditions for meeting any of the available visas includes the following:

- **Applicants must meet the minimum health requirements** — applicants must be free from any disease or condition that place a significant healthcare or community service cost on the Australian community or is likely to limit the access of Australian citizens and permanent residents to healthcare and community services that are in short supply Applicants to temporary visas are required to undertake relevant medical examinations and/or chest x-rays if they:
 - have applied for a medical treatment, temporary protection or a provisional visa
 - expect to incur medical costs or require medical treatment
 - are intending to work as (or study to be) a doctor, dentist, nurse or paramedic
 - will enter a hospital, aged or disability care facility (if higher tuberculosis risk)
 - are pregnant and intending to have the baby in Australia
 - will work or train at an Australian childcare centre
 - have had previous household contact with tuberculosis or
 - are requested to do so by DHA.
- **Applicants must meet the set character requirements.** — During the application, applicants must declare all criminal conduct they have engaged in, truthfully answer all questions, and provide all requested information. Applicants may be requested to provide a police certificate, a statutory declaration, a military certificate, a letter of good conduct from an employer, or they may need to complete additional documentation. Applicants may not meet the character requirements if:
 - They have a substantial criminal record (which is based on the length of sentence imposed by a court of law)
 - They have been convicted of, had a charge proven for or have been found guilty of sexually based crime involving a child

- They have been convicted of escaping from immigration detention, or convicted for an offence while in immigration detention or during an escape from immigration detention.
- They are or have been a member of a group or organisation, or have an association with a person, group or organisation that the Australian Minister for Home Affairs reasonably suspects of being involved in criminal conduct
- The Minister for Home Affairs reasonably suspects that they have been involved in people smuggling, people trafficking, genocide, a war crime, a crime against humanity, a crime involving torture or slavery, or a crime that is of serious international concern, whether or not they have been convicted of such an offence
- Their past and present criminal or general conduct shows that they are not of good character
- There is a risk they would engage in the following while in Australia:
 - Criminal conduct
 - Harassing, molesting, intimidating or stalking another person
 - Vilifying a segment of the Australian community
 - Inciting discord in the Australian community or part of it
 - Being a danger to the Australian community or part of it
- They are subject to an adverse security assessment by the Australian Security Intelligence Organisation
- They are subject to an Interpol notice
- They are or have been convicted of a domestic violence offence or have ever been subject of a domestic violence order
- **Applicants must have adequate health insurance** (not listed as a requirement for 494, 491, 400 or 188 visas) — Applicants may be asked to provide a copy of current private health insurance policy held with an Australian registered private health insurer.
- **Applicants and any family members (including those who do not apply for a visa with the applicant) must not owe any money to the Australian government**, they must have paid back any money owed or arranged to pay it back.
- **Applicants must not have had a visa cancelled or a previous application refused.** In limited circumstances applicants may still apply for special visa classes.
- **Applicants must sign the Australian values statement** that confirms that they will respect the Australian way of life and obey Australian laws (not listed as a requirement for 408 Special Program or 400 visas)

In addition to the above basic requirements, each of the temporary employment visas available to Pacific workers has its own criteria that applicants must meet in order to be granted the visa. Table 3 outlines the specific criteria for each of the temporary visas available to Pacific workers.

Table 3: Eligibility criteria for relevant Australian employment visas

Visa	Streams	Specific Eligibility Criteria
Business Innovation and Investment (Subclass 188)	Business Innovation	<ul style="list-style-type: none"> • Receive an invitation to apply from a state or territory government agency, after submitting an initial Expression of Interest • Be nominated by a state or territory government agency • Have business ownership — for 2 out of 4 fiscal years before receiving an invitation to apply, applicant must have had an ownership stake in 1 or 2 businesses that had turnovers of at least AUD \$750,000 in each of the 2 years. Ownership stake is 51% of the total value of the business if the business has a turnover of less than AUD \$400,000 per year, 30% of the total value if the business has a turnover of AUD \$400,000 or more per year, or 10% of the total value if the business is operated as a publicly listed company. • Own personal and business assets — when invited to apply, applicants, their partner or the two combined must have a total net business and personal assets of at least AUD \$1.5 million, and the applicants funds must be available to transfer to Australia within 2 years of being granted the visa • Score at least 65 on the points test⁷ – points awarded based on age, English language ability, qualifications, business experience, net personal and business assets, business turnover, innovation, and special endorsement. • Have a successful business career and genuine desire to continuously own and manage a business in Australia. • Be under 55 years old — applicants older than 55 may be invited to apply by a state or territory if their business is of exceptional economic benefit. • Applicant and partner must not have a history of involvement in unacceptable business or investment activities • Have at least functional English or the applicant will be asked to pay the second instalment of the visa application charge <p>Visa cost: From AUD \$6,270</p>
	Investor	<ul style="list-style-type: none"> • Receive an invitation to apply from a state or territory government agency, after submitting an initial Expression of Interest • Be nominated by a state or territory government agency • Must have managed a qualifying business or eligible investment — For at least 1 of the 5 fiscal years immediately before the invitation to apply, applicant must have managed a qualifying business in which they, their partner, or the two combined had at least 10% ownership, or eligible investments of at least AUD \$2.5 million

⁷ The points table for subclass 188 can be found [here](#).

Visa	Streams	Specific Eligibility Criteria
		<ul style="list-style-type: none"> • Must have required assets — For the 2 fiscal years immediately before the invitation to apply, the applicant, their partner, or the two combined must have business and personal assets with a net value of at least AUD \$2.5 million. These assets must have been lawfully acquired and be available for transfer to Australia within 2 years of being granted the visa. • Must make (on or after the time of application) a complying significant investment of at least AUD \$2.5 million in line with specified proportions: at least AUD \$500,000 in venture capital and growth private equity funds which invest in start-ups and small private companies, at least AUD \$750,000 in approved managed funds, and a ‘balancing investment’ of at least AUD \$1.25 million in managed funds. • Have the right experience — applicant must have at least 3 years’ experience managing one or more qualifying businesses or eligible investments, have a successful record of eligible investment or qualifying business activity, and have demonstrated a high level of management skill in relation to the eligible investment or qualifying business activity. • Score at least 65 on the points test - points awarded based on age, English language ability, qualifications, business experience, net personal and business assets, business turnover, innovation, and special endorsement. • Intend to live in the specific State or Territory in which the applicant made the investment application for 2 years • Be under 55 — applicants older than 55 may be invited to apply by a state or territory if their business is of exceptional economic benefit. • Applicant and partner must not have a history of involvement in unacceptable business or investment activities • Have at least functional English or the applicant will be asked to pay the second instalment of the visa application charge <p>Visa cost: From AUD \$6,270</p>
	Significant Investor	<ul style="list-style-type: none"> • Receive an invitation to apply from a state or territory government agency, after submitting an initial Expression of Interest • Be nominated by a state or territory government agency • Must make (on or after the time of application) a complying significant investment of at least AUD \$5 million in line with specified proportions: at least AUD \$1 million in venture capital and growth private equity funds which invest in start-ups and small private companies, at least AUD \$1.5 million in approved managed funds, and a ‘balancing investment’ of at least AUD \$2.5 million in managed funds. • Applicant and partner must not have a history of involvement in unacceptable business or investment activities • Have at least functional English or the applicant will be asked to pay the second instalment of the visa application charge <p>Visa cost: From AUD \$9,195</p>
	Entrepreneur	<ul style="list-style-type: none"> • Receive an invitation to apply from a state or territory government agency, after submitting an initial Expression of Interest • Be nominated and endorsed by a state or territory government agency to develop their entrepreneurial activity

Visa	Streams	Specific Eligibility Criteria
		<ul style="list-style-type: none"> • Be under 55 — applicants older than 55 may be invited to apply by a state or territory if their proposed entrepreneurial activity is of exceptional economic benefit. • Have a complying entrepreneur activity — applicant must be undertaking, or proposing to undertake, an innovative idea that will lead to the commercialisation of a product or service in Australia, or the development of an enterprise or business in Australia. The activity must not relate to residential real estate, labour hire, or the purchase of an existing enterprise or franchise in Australia • Have at least competent English <p>Visa cost: From AUD \$4,240</p>
Temporary Work (Short Stay Specialist) (Subclass 400)	Highly Specialised Work	<ul style="list-style-type: none"> • Have highly specialised skills, knowledge or experience that can assist Australian business, can't reasonably be found in the Australian labour market, and will be non-ongoing (i.e. likely to be completed in 6 months or less and the applicant does not expect or arrange to stay in Australia after this time for any reason related to that work). Evidence for this criteria includes a resume, any licenses or qualifications, or a letter from the applicants overseas employer. The Australian business or overseas employer may need to show evidence that they have tried to find Australian workers first. • Must provide they have proof of work. Applicants are not allowed to perform as an entertainer in Australia or support an entertainer or group of entertainers in Australia, or direct, produce, or take any other part in a production that will be shown, broadcast, or performed in Australia. • Must have adequate means to support themselves and any family members • Be a genuine visitor — applicants must only intend to stay temporarily in Australia and only do the things they are allowed to on the visa <p>Visa cost: From AUD \$315 (except in limited circumstances)</p>
Temporary Activity (Subclass 408)	Special Program	<ul style="list-style-type: none"> • Must take part in an approved 'Cultural enrichment or community benefit' program, 'School language assistance' program, 'School-to-school interchange' program, or 'Youth exchange' program • Have a sponsor if applying from within Australia or intending to stay more than 3 months. Applicants applying outside Australia who intend to stay less than 3 months need a supporter. • Must have enough money to support themselves and any family members travelling with them • Must be: <ul style="list-style-type: none"> ○ 18 years or over for the Cultural enrichment or community benefit program ○ 18 to 30 years for the School language assistance program ○ 17 to 25 years for the School-to-school interchange program

Visa	Streams	Specific Eligibility Criteria
		<ul style="list-style-type: none"> o 18 to 30 years for the Youth exchange program • Must be a genuine temporary entrant. They cannot use the temporary visa program to maintain ongoing residency in Australia. <p>Visa cost: From AUD \$325</p>
	Religious Work	<ul style="list-style-type: none"> • Have an employment contract to work full time as a religious worker with a religious organisation, with wages and employment conditions that meet the necessary standards under the relevant Australian legislation and awards • Have a sponsor if applying from within Australia or intending to stay more than 3 months. Applicants applying outside Australia who intend to stay less than 3 months need a supporter. • Must have the right experience or qualifications for the work • Must have enough money to support themselves and any family members travelling with them • Be a genuine temporary entrant. They cannot use the temporary visa program to maintain ongoing residency in Australia. • Declare if they have ever engaged in conduct that could constitute a breach of the prohibition on paying for visa sponsorship <p>Visa cost: From AUD \$325</p>
	Research Activities	<ul style="list-style-type: none"> • For academic research activities: Applicants must be invited to observe or participate in an Australian research project at an Australian tertiary or research institution. • For research student activities: Applicants must be invited to undertake research related to their field of study at an Australian tertiary or research institution. • Have a sponsor if applying from within Australia or intending to stay more than 3 months. Applicants applying outside Australia who intend to stay less than 3 months need a supporter. • Be an established researcher (who is or has been employed as an academic at an overseas tertiary or research institution and has a record of significant achievement in their field), or a research student or recent graduate (who is a student of a foreign educational institution or has graduated within the last 12 months and has been invited to undertake research related to their field of study) • Must have enough money to support themselves and any family members travelling with them • Be a genuine temporary entrant. They cannot use the temporary visa program to maintain ongoing residency in Australia. • Declare if they have ever engaged in conduct that could constitute a breach of the prohibition on paying for visa sponsorship <p>Visa cost: From AUD \$325</p>

Visa	Streams	Specific Eligibility Criteria
	Invited for other social and cultural activity (Invited Participant)	<ul style="list-style-type: none"> • Must be invited to travel to Australia temporarily by an Australian organisation to take part in a social or cultural activity associated with a community-based event • Have a sponsor if applying from within Australia. Applicants applying outside Australia who intend to stay less than 3 months need a supporter. • Must have enough money to support themselves and any family members travelling with them • Be a genuine temporary entrant. They cannot use the temporary visa program to maintain ongoing residency in Australia. • Declare if they have ever engaged in conduct that could constitute a breach of the prohibition on paying for visa sponsorship <p>Visa cost: From AUD \$325</p>
	Sporting Activities	<ul style="list-style-type: none"> • Have a sponsor if applying from within Australia or intending to stay more than 3 months. Applicants applying outside Australia who intend to stay less than 3 months need a supporter. • Can apply as a: <ul style="list-style-type: none"> ○ Sports trainee, and then must be able to show they currently compete or adjudicate at the Australian national level (or equivalent) or be endorsed by a relevant peak body as having the potential to compete or adjudicate at the Australian national level (or equivalent) ○ An elite player, a coach, an instructor, or an adjudicator, and then the applicant must be endorsed by an Australian national sporting body as being able to play, coach, instruct, or adjudicate the sport at the national level. • Must be undertaking full-time, structured sports training aimed at achieving a high performance outcome with an internationally recognised sports training organisation if they apply for this visa as a sports trainee. • Have a suitable formal agreement with the relevant sporting club or sporting organisation in Australia if they apply for this visa as an elite player, a coach, an instructor, or an adjudicator. • Must have enough money to support themselves and any family members travelling with them • Be a genuine temporary entrant. They cannot use the temporary visa program to maintain ongoing residency in Australia. • Declare if they have ever engaged in conduct that could constitute a breach of the prohibition on paying for visa sponsorship <p>Visa cost: From AUD \$325</p>
	Entertainment Activities	<ul style="list-style-type: none"> • Have a sponsor if applying from within Australia or intending to stay more than 3 months. Applicants applying outside Australia who intend to stay less than 3 months need a supporter.

Visa	Streams	Specific Eligibility Criteria
		<ul style="list-style-type: none"> • Have a contract for their performance or work in Australia. If they intend to travel to Australia for a non-profit engagement or to make an advertisement or documentary for an overseas market, they must provide evidence of this. • Must intend to work in an eligible entertainment activity category⁸: <ul style="list-style-type: none"> ○ performing in a film or television production subsidised by government ○ performing in a film or television production not subsidised by government ○ performing other than in film or television ○ working as production staff ○ working as support staff for an entertainer or group of entertainers ○ working as a performer or support staff for a non-profit engagement ○ working on a documentary or commercial for an overseas market • Must have enough money to support themselves and any family members travelling with them • Be a genuine temporary entrant. They cannot use the temporary visa program to maintain ongoing residency in Australia. • Declare if they have ever engaged in conduct that could constitute a breach of the prohibition on paying for visa sponsorship <p>Visa cost: From AUD \$325</p>
	Exchange Arrangements	<ul style="list-style-type: none"> • Have a sponsor if applying from within Australia or intending to stay more than 3 months. Applicants applying outside Australia who intend to stay less than 3 months need a supporter. • Must intend to work in a skilled position as part of a reciprocal staff exchange arrangement with an eligible organisation in Australia. There must be a written agreement between the organisations that sets out: the staff in Australia and overseas who will take part in the exchange; the skilled positions to be filled by the participants; and how long the exchange will last. • Must have the necessary skills and/or experience to perform the skilled position set out in the exchange agreement • The exchange arrangement must benefit both the applicant and the Australian citizen or permanent resident taking part • Must have enough money to support themselves and any family members travelling with them • Be a genuine temporary entrant. They cannot use the temporary visa program to maintain ongoing residency in Australia.

⁸ Examples of roles in each activity category can be found here: <https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/temporary-activity-408/entertainment-activities#Eligibility>

Visa	Streams	Specific Eligibility Criteria
		<ul style="list-style-type: none"> Declare if they have ever engaged in conduct that could constitute a breach of the prohibition on paying for visa sponsorship <p>Visa cost: From AUD \$325</p>
	Domestic Work for Executives	<ul style="list-style-type: none"> Have a sponsor if applying from within Australia or intending to stay more than 3 months. Applicants applying outside Australia who intend to stay less than 3 months need a supporter. Be invited to work full-time in the household of a senior foreign executive who is the national managing director, deputy national managing director or state manager of the sponsor's Australian office and holds a Temporary Work (International Relations) visa Privileges and Immunities stream or a Temporary Work (Skilled) visa or a Temporary Skill Shortage visa Have a suitable employment contract that meets the necessary standards under the relevant Australian legislation and awards Be at least 18 years old Must have enough money to support themselves and any family members travelling with them Be a genuine temporary entrant. They cannot use the temporary visa program to maintain ongoing residency in Australia. Declare if they have ever engaged in conduct that could constitute a breach of the prohibition on paying for visa sponsorship <p>Visa cost: From AUD \$325</p>
Temporary Skill Shortage (Subclass 482)	Short-term	<ul style="list-style-type: none"> If applying in Australia, the applicant must hold a substantive visa (i.e. any visa that allows the holder to remain temporarily in Australia other than a bridging visa or a criminal justice or enforcement visa) or a Bridging visa A, B or C, and must have complied with their previous visa conditions Must be nominated by an approved sponsor to fill an occupation on the STSOL. Before an applicant can apply the proposed employer must submit a nomination application on their behalf and they are only able to do this if they are an approved sponsor or have at least submitted an application to become one. Must work for the nominating employer in their nominated occupation. If the nominating employer is an Australian business sponsor, the applicant can work in that business or an associated entity. Some applicants may be exempt from this requirement.⁹ Have relevant skills, qualifications and employment background to perform the nominated occupation. Some applicants must undertake a skills assessment to demonstrate this (note the below requirement for a positive skills assessment). If a

⁹ The occupation list and ANZSCO codes for this exemption can be found at: <https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/temporary-skill-shortage-482/exempt-occupations>

Visa	Streams	Specific Eligibility Criteria
		<p>skills assessment is not mandatory the applicant must still provide evidence to demonstrate they meet this requirement of relevant skills, qualifications and employment background. Applicants who are medical practitioners must have their qualifications recognised by the relevant authority in Australia.</p> <ul style="list-style-type: none"> • Most applicants must have a positive skills assessment. Where a mandatory skills assessment is required, it must be commenced before submitting the visa application and have been undertaken or commenced within the 3 year period prior to the application. • Have at least 2 years work experience in the nominated occupation or a related field. • Be a genuine applicant for entry and stay as a short term visa holder. • Must not have contravened 'paying for visa sponsorship' legislative provisions, i.e. they must not have asked for, offered, received, or provided a benefit in return for a sponsorship related event, within the past 3 years. This requirement may be waived if the Minister for Home Affairs considers it reasonable to disregard the past conduct. • Must meet certain minimum standards of English language proficiency unless exemptions apply.¹⁰ <p>Visa cost: From AUD \$1,330</p>
	Medium-term	<ul style="list-style-type: none"> • If applying in Australia, the applicant must hold a substantive visa (i.e. any visa that allows the holder to remain temporarily in Australia other than a bridging visa or a criminal justice or enforcement visa) or a Bridging visa A, B or C, and must have complied with their previous visa conditions • Must be nominated by an approved sponsor to fill an occupation on the MLTSSL. Before an applicant can apply the proposed employer must submit a nomination application on their behalf and they are only able to do this if they are an approved sponsor or have at least submitted an application to become one. • Must work for the nominating employer in their nominated occupation. If the nominating employer is an Australian business sponsor, the applicant can work in that business or an associated entity. Some applicants may be exempt from this requirement.¹¹ • Have relevant skills, qualifications and employment background to perform the nominated occupation. Some applicants must undertake a skills assessment to demonstrate this (note the below requirement for a positive skills assessment). If a skills assessment is not mandatory the applicant must still provide evidence to demonstrate they meet this requirement of

¹⁰ The specific scores required for different English tests and the list of exemptions can be found here: <https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/temporary-skill-shortage-482/sufficient-english>

¹¹ The occupation list and ANZSCO codes for this exemption can be found at: <https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/temporary-skill-shortage-482/exempt-occupations>

Visa	Streams	Specific Eligibility Criteria
		<p>relevant skills, qualifications and employment background. Applicants who are medical practitioners must have their qualifications recognised by the relevant authority in Australia.</p> <ul style="list-style-type: none"> • Most applicants must have a positive skills assessment. Where a mandatory skills assessment is required, it must be commenced before submitting the visa application and have been undertaken or commenced within the 3 year period prior to the application. • Have at least 2 years work experience in the nominated occupation or a related field. • Must not have contravened 'paying for visa sponsorship' legislative provisions, i.e. they must not have asked for, offered, received, or provided a benefit in return for a sponsorship related event, within the past 3 years. This requirement may be waived if the Minister for Home Affairs considers it reasonable to disregard the past conduct. • Must meet certain minimum standards of English language proficiency unless exemptions apply.¹² <p>Visa cost: From AUD \$2,770</p>
	Labour Agreement	<ul style="list-style-type: none"> • The applicant's nominated occupation must be the subject of a labour agreement between the Australian government and the nominator • Have at least 2 years of work experience in the nominated occupation or a related field unless varied by the terms of the labour agreement • Must be nominated. • Must meet certain minimum standards of English language proficiency unless exemptions apply.¹³ The English language requirements are the same as for the short-term stream of this visa class. <p>Visa cost: From AUD \$2,770</p>
Temporary Graduate (Subclass 485)	Graduate Work	<ul style="list-style-type: none"> • Be under 50 years of age. • Must meet one of the following conditions: • Be the main holder of a current student visa (but not one supported by the Defence or Foreign Affairs and Trade Minister) <ul style="list-style-type: none"> ◦ Have held a student visa in the 6 months before applying and now have a Bridging Visa A or B, granted on the basis of a valid application for a visa

¹² The specific scores required for different English tests and the list of exemptions can be found here: <https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/temporary-skill-shortage-482/sufficient-english>

¹³ The specific scores required for different English tests and the list of exemptions can be found here: <https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/temporary-skill-shortage-482/sufficient-english>

Visa	Streams	Specific Eligibility Criteria
		<ul style="list-style-type: none"> ○ Have held a student visa in the 6 months before applying and now hold a substantive visa (i.e. any visa that allows the holder to remain temporarily in Australia other than a bridging visa or a criminal justice or enforcement visa) ○ Be outside Australia and hold or have held an eligible student visa (but not one supported by the Defence or Foreign Affairs and Trade Minister) • Have completed the study course in the 6 months immediately before the day of application. • Have been awarded at least one degree, diploma or trade qualification and: <ul style="list-style-type: none"> ○ the course was a Commonwealth Register of Institutions and Courses for Overseas Students (CRICOS)-registered course ○ successfully completed all course requirements ○ studied in English ○ completed their course as a result of at least two academic years (92) weeks study ○ completed their course in Australia in not less than 16 calendar months ○ have held an Australian visa that allowed them to study • Will need to have skills and qualifications that Australia needs. They must nominate one occupation on the MLTSSL and have a degree, diploma or trade qualification closely related to that occupation, and be assessed by a relevant assessing authority as having skills suitable for that occupation. • Must have evidence that in the last 3 years they have achieved a certain level of English.¹⁴ <p>Visa cost: From AUD \$1,730</p>
	Post-Study Work	<ul style="list-style-type: none"> • This stream is only available for applicants who applied for, and were granted, their first student visa to Australia on or after 5 November 2011. • Be under 50 years of age. • Must meet one of the following conditions: <ul style="list-style-type: none"> ○ Be the main holder of a current student visa (but not one supported by the Defence or Foreign Affairs and Trade Minister)

¹⁴ The testing options and specific levels of English for each test are listed on the visa information page: <https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/temporary-graduate-485/graduate-work#Eligibility>

Visa	Streams	Specific Eligibility Criteria
		<ul style="list-style-type: none"> ○ Have held a student visa in the 6 months before applying and now have a Bridging Visa A or B, granted on the basis of a valid application for a visa ○ Have held a student visa in the 6 months before applying and now hold a substantive visa (i.e. any visa that allows the holder to remain temporarily in Australia other than a bridging visa or a criminal justice or enforcement visa) ○ Be outside Australia and hold or have held an eligible student visa (but not one supported by the Defence or Foreign Affairs and Trade Minister) ● Have completed the study course in the 6 months immediately before the day of application. ● Must hold an eligible qualification, including a bachelor degree, bachelor (honours) degree, masters by coursework degree, masters (extended) degree, masters by research degree, or doctoral degree. Applicants with a standalone diploma or trade qualification are not eligible for this visa stream. ● Must have been awarded at least one degree qualification and: <ul style="list-style-type: none"> ○ the course was a CRICOS-registered course ○ successfully completed all course requirements ○ studied in English ○ completed their course as a result of at least two academic years (92) weeks study ○ completed their course in Australia in not less than 16 calendar months ○ have held an Australian visa that allowed them to study ● Have studied with an Australian education provider who is registered with CRICOS. ● Must have evidence that in the last 3 years they have achieved a certain level of English.¹⁵ <p>Visa cost: From AUD \$1,730</p>
Skilled Work Regional (Provisional) (Subclass 491)	Main Applicant	<ul style="list-style-type: none"> ● Be invited to apply after submitting an expression of interest (note that a suitable skills assessment must be valid at the time of invitation) ● Be able to score 65 points or more¹⁶. Points are obtained for age, English language skills, skilled employment experience, educational qualifications, specialist education qualifications, Australian study requirements, credentialled community language skills, studying in regional Australia, partner skills, and nomination or sponsorship.

¹⁵ The testing options and specific levels of English for each test are listed on the visa information page: <https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/temporary-graduate-485/post-study-work#Eligibility>

¹⁶ The points table for subclass 491 can be found [here](#).

Visa	Streams	Specific Eligibility Criteria
		<ul style="list-style-type: none"> • Have a suitable skills assessment that was obtained up to 3 years prior to or during the 60 day invitation period. To be invited to apply for this visa the applicant must have an occupation that is on the relevant skilled occupation list - the STSOL, MLTSSL, ROL, or RSMS — and they must obtain a positive skills assessment. • Be nominated by an Australian state or territory government agency¹⁷ or sponsored by an eligible relative who is over 18 years old, usually a resident in a designated area of Australia and an Australian citizen, permanent resident or eligible New Zealand citizen. Eligible relatives may be a parent, child or step-child, brother, sister, adoptive sibling, step-sibling, aunt, uncle, adoptive aunt, adoptive uncle, step-aunt, step-uncle, nephew, niece, adoptive nephew, adoptive niece, step-nephew, step-niece, grandparent, or first cousin. • Be aged under 45 • Have a 'Competent' level of English language <p>Visa cost: From AUD \$4,240</p>
Skilled Employer Sponsored Regional (Provisional) (Subclass 494)	Employer Sponsored	<ul style="list-style-type: none"> • Be under 45 years old. There are some exceptions based on profession or previous visas held by the applicant.¹⁸ • Be nominated by an approved sponsor whose business is lawfully operating in Australia. The employer must submit a nomination application on behalf of the applicant. • Must work in the nominated occupation and in a position within the sponsoring business or an associated entity of that business that is located in a designated regional area of Australia. • Have relevant skills, qualifications and work experience necessary to perform the nominated occupation. Applicants must undertake a skills assessment to demonstrate this. If it is not mandatory for the applicant to undertake a skills assessment for their occupation, they are still required to provide other evidence to demonstrate they meet the skill, qualification and work experience requirements. The applicant must have been employed in the nominated occupation for at least 3 years on a full-time basis and at the skill level required for the nominated occupation. Generally experience needs to be gained in the previous 5 years, but it does not need to be continuous. Part-time work will be considered but casual work is not eligible. • Have a positive skills assessment for the nominated occupation by the relevant assessing authority. The skills assessment must be undertaken before the visa application is lodged. Applicants do not need a skills assessment if at the time of application the applicant held Temporary Skill Shortage visa (subclass 482) for the nominated occupation and in order to

¹⁷ All state and territory government agencies have their own criteria for nomination. Links to each state or territory can be found on the visa information page:

<https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/skilled-work-regional-provisional-491/application#Eligibility>

¹⁸ The list of exemptions is found on the visa information page: <https://immi.homeaffairs.gov.au/visas/getting-a-visa/visa-listing/skilled-employer-sponsored-regional-494/employer-sponsored-stream#Eligibility>

Visa	Streams	Specific Eligibility Criteria
		<p>be granted that visa, the applicant has been required to demonstrate their skills by providing a suitable skills assessment. Exemption is also granted if the applicant is nominated as an academic at a suitable level by an Australian university.</p> <ul style="list-style-type: none"> • Have a 'Competent' level of English language <p>Visa cost: From AUD \$4,240</p>
	Labour Agreement	<ul style="list-style-type: none"> • Must be working in a nominated occupation that is subject of a labour agreement between the Australian government and the nominator. • Be under 45 years old. • Have relevant skills, qualifications and work experience necessary to perform the nominated occupation. Applicants must undertake a skills assessment to demonstrate this. If it is not mandatory for the applicant to undertake a skills assessment for their occupation, they are still required to provide other evidence to demonstrate they meet the skill, qualification and work experience requirements. The applicant must have been employed in the nominated occupation for at least 3 years on a full-time basis and at the skill level required for the nominated occupation. Generally experience needs to be gained in the previous 5 years, but it does not need to be continuous. Part-time work will be considered but casual work is not eligible. • Have a positive skills assessment, if the skills assessment is required as part of the labour agreement. • Must have the level of English specified in the labour agreement. <p>Visa cost: From AUD \$4,240</p>

New Zealand: Temporary Employment Visas

Over the past decade, temporary labour migration to NZ has increased significantly (NZ Productivity Commission 2021: 6). The key visas that are available for Pacific workers to come to temporarily work in NZ are outlined in Table 4.

Table 4: NZ visa pathways for Pacific temporary workers

Visa	Description	Visa Length	Entry allowance
Accredited Employer Work Visa	The primary way for temporary workers to enter NZ. It came into effect on 4 July 2022, replacing five work visas. ¹⁹ Visa holders allowed to also study for up to 3 months in any 12 month period or do any study required as part of employment.	Up to 3 years (if paid at or above NZ median age) OR up to 2 years (if paid below NZ median wage)	Allowed to enter NZ multiple times, but must not exceed any maximum stay conditions and still need to apply for entry permission each time they return to NZ.
Entertainers Work Visa	Allows people to work on a film, video or production in NZ if they have skills that cannot be found locally.	For time requested to do the work in NZ	Either single or multiple entry
Fishing Crew Visa	For crew working on fishing vessels in NZ waters. Can only work for specified employer and cannot do any work on land or for another employer.	Up to 12 months	Either single or multiple entry
Domestic Staff of a Diplomat Work Visa	For people entering the country as domestic workers for diplomatic, consular, or official staff posted in New Zealand. Can only do domestic work, such as working as a cook, nanny, driver, or gardener. Cannot work in an administration or technical role or do any other work in NZ.	Length of employer's posting in NZ	Multiple entry
Work Exchange Scheme Work Visa	Allows people to work in New Zealand as part of an approved work exchange scheme, including Aotearoa Cultural Volunteer Exchange, Christian Camping New Zealand, Letz Live Pty Limited, New Zealand Dairy Careers Limited, Rural Exchange New Zealand, Swiss/New Zealand Trainees, or Tui Tuia Learning Circle.	Up to 12 months (could be longer if exchange scheme has special arrangement)	No entry allowance information available.
Religious Worker Work Visa	Allows people to perform paid or unpaid work for a religious organisation doing	Up to 2 years	Multiple entry

¹⁹ Essential Skills Work Visa, Talent (Accredited Employer) Work Visa, Long Term Skill Shortage List Work Visa, Silver Fern Job Search Visa (closed 7 October 2019), Silver Fern Practical Experience Visa (closing 31 October 2021).

Visa	Description	Visa Length	Entry allowance
	specific types of work, including teaching religious scripture or philosophy, leading religious ceremonies, worship or prayer, ordaining new religious leaders, initiating new members into the religious community, carrying out religious ceremonies, or providing spiritual guidance and care. Holders can apply for residence after three years. Holders can also study for up to 3 months in any 12-month period.		
Talent (Arts, Culture, Sports) Work Visa	Allows those with exceptional talent to work in NZ for up to 30 months in a specific field of art, sport, or culture. Holders can apply for residence after two years and can study for up to 3 months in any 12-month period.	Up to 30 months	Multiple entry
Specific Purpose Work Visa	Allows people to come to NZ for a specific purpose or event, such as: <ul style="list-style-type: none"> • a short-term secondment • business purposes, including transfers and those investigating investment opportunities • to be a referee, judge, or dance or music examiner • to install specialised machinery or equipment • to take part in a sporting event as a player or coach. 	The time required to fulfill specific purpose or event, restrictions based on type of specific purpose ²⁰	Allowed to enter NZ multiple times, but must not exceed any maximum stay conditions and still need to apply for entry permission each time they return to NZ.
Entrepreneur Work Visa	Allows people to buy or set a business in NZ. They then must work in the business.	Up to 3 years (Can stay 12 months during the start up stage of the visa, then another 24 months once evidence provided that the business has been set up)	Multiple entry
Post Study Work Visa	Allows recent international graduates from NZ institutions to stay in the country	Up to 3 years (depending on the level of study and	Allowed to enter NZ multiple times,

²⁰ Visa lengths under the Specific Purpose Work Visa include: Recovery visa (up to 6 months), Short term secondment (up to 12 months), Businesspeople being transferred (up to 3 years), Businesspeople in New Zealand for more than 3 months (up to 12 months), Principal applicants investigating investment opportunities (up to 12 months), Referees or judges (length of engagement, not usually more than 6 months), Dance and music examiners (length of exams, not usually more than 6 months), Installers or servicers of specialised machinery or equipment supplied by an overseas company (up to 3 months), Sports players and professional sports coaches (up to 3 years for sports at a national or regional level, otherwise 12 months).

Visa	Description	Visa Length	Entry allowance
	<p>and work in a job related to their studies for up to three years.</p> <p>Holders who obtained a level 7 or above qualification according to the New Zealand Qualifications Framework (a Bachelor's Degree) can work for an employer in any job.</p> <p>Holders who obtained their qualification at a non-degree level 7 (Graduate Certificate, Graduate Diploma) or below can work in a job that is related to the migrant's studies.</p> <p>Cannot provide commercial sexual services or operate or invest in a business that does.</p>	<p>how long the migrant studied in New Zealand)</p>	<p>but must not exceed any maximum stay conditions and still need to apply for entry permission each time they return to NZ.</p>
Student and Trainee Work Visa	<p>For students and trainees who want to get practical work experience in their field, including, but not limited to religious trainees, dental or medical trainees, and apprentice jockeys.</p>	<p>Up to 6 months if a medical or dental trainee.</p> <p>Up to 6 months if a student undertaking practical training.</p> <p>Up to 36 months if a religious trainee.</p> <p>Up to 4 years if an apprentice jockey.</p>	<p>Allowed to enter NZ multiple times, but must not exceed any maximum stay conditions and still need to apply for entry permission each time they return to NZ.</p>

Eligibility Criteria

The eligibility criteria for the temporary employment visas for NZ varies between each visa, however none of the visas in Table 4 have restrictions based on the citizenship of the applicant. NZ has temporary employment visas that are specific to certain countries, but these do not include any country in the Pacific. The basic application criteria that are required for all identified NZ visas include:

- Providing proof of identity through a passport or certificate of identity²¹ and one or two acceptable photos.
- Providing evidence of good health, through a chest x-ray, medical examination, or both. (Health requirements for the Accredited Employer Work Visa are not specified).
- Providing proof of good character through providing police certificates from any country the applicant is a citizen of and any country the applicant has spent more than 5 years in since they turned 17. This is only required if the applicant is 17 years or older and planning to stay in NZ for more than 24 months (including any time previously spent in NZ).

²¹ A certificate of identity is any document, other than a passport, issued by the government of any country that allows a person to travel.

- Demonstrating genuine intentions to meet the conditions of the specific visa. MBIE decides an applicant's genuine intentions based on all the information provided as part of the application, information they have regarding the applicants' personal circumstances, and information from any previous applications.

In addition to the general criteria above, each of the temporary employment visas available for Pacific workers have specific criteria that applicants must meet (see Table 5). These criteria relate to the nature of the visa, often covering providing proof of qualifications or experience relevant for the industry of the visa and an employment offer or sponsorship from an employer or organisation in the industry.

Table 5: Specific Eligibility Criteria for relevant NZ visas

Visa	Specific Eligibility Criteria
Accredited Employer Work Visa	<ul style="list-style-type: none"> • Must have been offered at least 30 hours per week of work by an Accredited Employer • Employer must have advertised the role and show evidence that they could not find suitable New Zealanders, unless the role is on the Green List and the applicant meets the qualifications and experience listed for the role. • Must meet the skills, qualifications, work experience and other requirements of the job • May need New Zealand occupational registration, depending on occupation • Must not currently need to spend time outside New Zealand as part of a stand down period <p>Visa cost: From NZD \$750</p>
Entertainers Work Visa	<ul style="list-style-type: none"> • Must have offer of employment and employer must cover cost of accommodation, living expenses and return home • Employer must provide one of the following reasons for employment: Migrant is of international distinction or merit, of particular ethnic significance, or essential to production, migrant's employment doesn't put the employment of New Zealander entertainment industry workers at risk, OR employers considered hiring New Zealander workers for the work <p>Visa cost: From NZD \$700</p>
Fishing Crew Visa	<ul style="list-style-type: none"> • Employer must be allowed to recruit foreign workers by either having approval from Immigration NZ or be recruiting 6 or fewer crew members for work on a single vessel in a calendar year • Must have offer to work on a fishing vessel in NZ waters (and have wage at least NZD\$4 higher than minimum wage per hour, have no less than 42 hours of work a week on average) • Must be qualified by training or experience for role, with minimum 12 months' work experience in a position that is similar • Employer must cover all costs of accommodation, living expenses, and return home <p>Visa cost: From NZD \$700</p>
Domestic Staff of a Diplomat Work Visa	<ul style="list-style-type: none"> • Must be over the age of 18 • Employer must sign a statement of undertaking agreeing to employ migrant only for domestic work and to pay for migrant's accommodation, living costs, and return home

Visa	Specific Eligibility Criteria
	<ul style="list-style-type: none"> • Migrant must sign a declaration of acceptance • MFAT must not object to migrant being granted the visa • Migrant must not have been granted this visa to work for another employer within the last three years <p>Visa cost: From NZD \$700</p>
Work Exchange Scheme Work Visa	<ul style="list-style-type: none"> • Must have been accepted into an approved work exchange scheme • Must have medical and dental insurance for the length of the exchange • Must already have made arrangements to leave New Zealand <p>NOTE: There is a quota of 1000 visas per year.</p> <p>Visa cost: From NZD \$700</p>
Religious Worker Work Visa	<ul style="list-style-type: none"> • Must have at least 2 years' religious training and/or work experience • Must have offer of religious work from an acceptable sponsor (a religious organisation that is registered as a charity in New Zealand, can meet the financial requirements for sponsors, that has a main purpose of advancing religion, and that has genuine need for migrant to work for them) • Must be working in New Zealand to advance sponsor's religious objectives <p>Visa cost: From NZD \$700</p>
Talent (Arts, Culture, Sports) Work Visa	<ul style="list-style-type: none"> • Must be under the age of 55 • Must have exceptional talent in a field of art, sport or culture (requirements to demonstrate international reputation, prominence in the field, and how presence will enhance New Zealand's achievements or participation in the field) • Must have support of a New Zealand organisation that is nationally recognised for its excellence in the particular field (organisation can also act a sponsor) • Must be sponsored by an individual, organisation or government agency <p>Visa cost: From NZD \$860</p>
Specific Purpose Work Visa	<ul style="list-style-type: none"> • Must be coming to NZ for a specific purpose or event • Must specify the amount of time needed in New Zealand to complete the specific purpose or event • (For some specific purposes) Employer must provide an Employer Supplementary Form • Must have relevant qualifications or experience, if they are necessary to carry out the specific purpose or event • Must already have made arrangements to leave New Zealand • Must demonstrate migrant has sufficient funds for maintenance and accommodation while in New Zealand <p>Visa cost: From NZD \$700</p>
Entrepreneur Work Visa	<ul style="list-style-type: none"> • Must be a fit and proper person (in that all businesses migrant has influence over must have complied with all immigration, employment and taxation laws, and migrant must also never have been investigated for fraud, any other offences resulting from business dealing, have no convictions for an offence involving dishonesty, and have never been involved in business fraud or financial impropriety) • Must be able to speak English (with specific test results required)

Visa	Specific Eligibility Criteria
	<ul style="list-style-type: none"> • Must have NZD \$100,000 to invest, a business plan and sufficient funds to support migrant and accompanying family (If the business is in the science or ICT sectors or another high-value export sector, shows a high level of innovation or export potential, government may consider waiving the capital investment requirement) • Must be awarded at least 120 points on the government’s point scale (which considers age, capital investment, business experience, benefits of the business for New Zealand, and location of the business) • Must have occupational registration, if it is required to run the business • Business must start within 12 months of being granted the visa • Must agree to participate in an evaluation of the visa category <p>Visa cost: From NZD \$3,920</p>
Post Study Work Visa	<ul style="list-style-type: none"> • Must have completed an eligible qualification in New Zealand — for a Level 7 or above qualification the migrant must have studied full time for at least 30 weeks in New Zealand, for a non-degree level 7 or below the migrant must have studied towards a qualification on the Qualifications eligible for a Post Study Work Visa List • Must apply no later than 3 months after student visa expires, or 6 months if migrant was granted student visa to complete a doctorate • Must have enough funds to live on in New Zealand <p>NOTE: Can only apply for this visa once.</p> <p>Visa cost: From NZD \$700</p>
Student and Trainee Work Visa	<ul style="list-style-type: none"> • Must have enough funds to cover living expenses or a sponsor • Must meet requirements for student who need to do practical work experience to complete studies or training • (For religious trainees only) Must have a place on a formal religious training programme and be sponsored by the religious organisation • (For medical or dental trainees only) Must have evidence of qualifications and an offer of work in a New Zealand hospital • (For apprentice jockeys only) Must be 16 years old or more, have an offer of an apprenticeship from a trainer, evidence trainer will cover costs to return home if apprenticeship is not completed, and have evidence that New Zealand Thoroughbred Racing Incorporated agrees to cover accommodation and living costs <p>NOTE: Migrants are not eligible for this visa if they already have a student or visitor visa</p> <p>Visa cost: From NZD \$700</p>

Existing Visa Pathways for Business Visits

Australia: Visitor Visa

In Australia, visitor visa subclasses can be divided into Tourism and Business streams. There is only one business visitor visa available for passport holders from the Pacific to travel to Australia. This is the Business Visitor (subclass 600) visa. This visa allows temporary entrance to Australia for up to 3 months for businesspeople. Visa holders are allowed to make general business or employment enquiries, investigate, negotiate, enter into, or review a business contract, conduct activities as part

of an official government visit, take part in a conference, trade fair, or seminar (although they cannot be paid by the organisers to take part), and undertake tourist activities. The visa does not allow the visa holder to work for or provide services to a business or organisation based in Australia or sell goods or services directly to the public.

Eligibility

The eligibility criteria for the Business Visitor visa includes:

- **Applicants must meet the minimum health requirements** — (specific details are the same as for the employment visa criteria listed above)
- **Applicants must meet the set character requirements.** — (specific details are the same as for the employment visa criteria listed above)
- **Applicants must have enough money to support themselves while in Australia,**
- **Applicants must not owe any money to the Australian government,** they must have paid back any money owed or arranged to pay it back.

There are no restrictions on the citizenship of people applying for this visa.

New Zealand: Visitor Visas

The visitor visas that are available for Pacific citizens to visit NZ for business purposes are listed in Table 6. Unlike the Australian visitor visa, the NZ visitor visas are separated into a visas that cover specific short-term activities.

Table 6: New Zealand visitor visas

Visa	Description	Visa Length
Business Visitor Visa	Allows people to stay in NZ for less than three months to: carry out an official trade mission recognised by the NZ Government; sell goods and services; buy NZ goods and services; negotiate the set-up, expansion, or wind-up of a business; carry out business with the authorised representatives of an overseas company, body, or person. In December 2022, the NZ Government announced that Pacific businesspeople who travel regularly to NZ will “be considered for a three-year multiple entry visa” (Wood 2022).	Up to 3 months (in any one year)
Arts and Music Festival Visitor Visa	Allows performers or support crew to enter NZ to take part in a short-term live entertainment act or festival being promoted by an Approved Promoter.	3 months
Short-term Entertainment Act Visitor Visa	Allows performers or support crew to enter NZ to take part in a short-term live entertainment act being promoted by an Approved Promoter.	3 months
Sports Event Visitor Visa	Allows people to visit New Zealand for a sports event or tour if they are a sports person, a support staff member, a match or tournament official, or a media/broadcasting worker.	3 months

Visa	Description	Visa Length
Academic Visitor Visa	Allows those with research or academic work experience to visit NZ to take part in teaching, education, professional management, or research.	Up to 3 months
Visiting Media Visitor Visa	For those taking part in the New Zealand Trade and Enterprise or New Zealand Tourism Board's Visiting Media Programme. Only permits work associated with the programme.	1 month

Eligibility

As with the temporary employment visas, the eligibility criteria for the relevant visitor visas for NZ varies between each visa, but none of the visas in Table 6 have restrictions based on the citizenship of the applicant. The basic application criteria that are required for identified visitor visas is the same as for temporary employment visas. The criteria include:

- Providing proof of identity through a passport or certificate of identity²² and one or two acceptable photos.
- Providing evidence of good health, through a chest x-ray, medical examination, or both.
- Providing proof of good character through providing police certificates from any country the applicant is a citizen of and any country the applicant has spent more than 5 years in since they turned 17. This is only required if the applicant is 17 years or older and planning to stay in NZ for more than 24 months (including any time previously spent in NZ).
- Demonstrating genuine intentions to meet the conditions of the specific visa. MBIE decides an applicant's genuine intentions based on all the information provided as part of the application, information they have regarding the applicants' personal circumstances, and information from any previous applications.

In addition to the basic eligibility criteria, each visa has additional requirements, which are outlined in Table 7.

Table 7: Eligibility Criteria for NZ visitor visas

Visa	Eligibility
Business Visitor Visa	<ul style="list-style-type: none"> • Must be visiting New Zealand for business reasons • Must have enough funds to live on or financial support from employer • Must already have made arrangements to leave New Zealand • Must agree to pay own health care costs Visa cost: from NZD \$211
Arts and Music Festival Visitor Visa	<ul style="list-style-type: none"> • Festival must be approved by Immigration New Zealand • Must have letter of invitation from festival organisers • Must have enough funds to live on or an acceptable sponsor • Must already have made arrangements to leave New Zealand

²² A certificate of identity is any document, other than a passport, issued by the government of any country that allows a person to travel.

Visa	Eligibility
	<ul style="list-style-type: none"> • Must agree to pay own health care costs Visa cost: from NZD \$211
Short-term Entertainment Act Visitor Visa	<ul style="list-style-type: none"> • Must be a performer or crew for a short-term entertainment act • Must have enough funds to live on or an acceptable sponsor • Must already have made arrangements to leave New Zealand • Must agree to pay own health care costs Visa cost: from NZD \$211
Sports Event Visitor Visa	<ul style="list-style-type: none"> • Must be coming to New Zealand to work at a sports event, tour or tournament • Must have enough funds to live on or an acceptable sponsor • Must already have made arrangements to leave New Zealand (if not sponsored) • Must agree to pay own health care costs Visa cost: from NZD \$211
Academic Visitor Visa	<ul style="list-style-type: none"> • Must have an invitation to do academic work in New Zealand from a New Zealand tertiary education institute • Must be well-qualified in the field and be employed or have employment experience with an overseas academic or research institution • Must have enough funds to live on or an acceptable sponsor • Must already have made arrangements to leave New Zealand (if not sponsored) • Must agree to pay own health care costs Visa cost: from NZD \$211
Visiting Media Visitor Visa	<ul style="list-style-type: none"> • Must be a participant in a Visiting Media Programme, with letter of introduction from New Zealand Trade and Enterprise or the New Zealand Tourism Board • Must have enough funds to live on or an acceptable sponsor • Must already have made arrangements to leave New Zealand • Must agree to pay own health care costs Visa cost: from NZD \$211

4 Utilisation of Visas by Pacific Countries

Australia Temporary Employment Visa Usage

This section outlines the use of Australian temporary employment visas by workers from the Pacific. Although Table 2 outlines the many visas available to temporary workers (with additional visas unavailable to Pacific workers in Annex 6), the Temporary Skill Shortage (TSS) (subclass 482) visa is considered the leading visa through which temporary workers enter Australia. As such, the data publicly available and made available to Sustineo by DHA for temporary workers focuses on this visa (and its predecessor visa subclass 457). Further information on this visa and the Australian industries making use of this visa is in the following chapter.

In this section the data on TSS visas is disaggregated by country, industry, demographics, and then summary data on other temporary visas is presented. The tables in this section have been structured to cover the period of 2011-12 to 2021-22. The tables are presented by country across the whole period, unless specified otherwise. Annex 6 contains the corresponding tables disaggregated by year (for the whole Pacific region) and graphs of the data where applicable.

TSS visa usage by country

In 2021-22, the top five source countries granted temporary skill shortage worker visas (subclasses 457 and 482) were India, the United Kingdom, Philippines, Ireland, and China. There were no Pacific countries in the top 10 (See Annex 6). Table 8 shows that in the decade from 2011-12 to 2021-22, only 1,848 TSS workers came from the Pacific. This figure is exceptionally low in comparison with the top countries for the TSS. For example, the top five source countries each had more than 1,000 visas granted in the year 2021-22 alone, with India being granted almost 9,000 visas. The vast majority of the Pacific workers entering Australia on the TSS visa have been from Fiji and Papua New Guinea (PNG), with over 800 visas granted to workers from each country over the period. There is then a significant decrease down to Tonga, which has had 42 TSS visas granted to its workers. All other Pacific countries have had less than 25 TSS visas granted to their workers across the decade.

Over this period, the total number of Pacific workers entering Australia using these visas fell by 51.9%, from 430 in 2011-12 to 207 in 2021-22. However, this decrease is in line with the broader reduction in the use of the 457 and 482 visas across all countries since 2011-12 due to a range of policy changes and the COVID-19 pandemic (see next chapter for more information).

Table 8: Temporary workers on the TSS visa from Pacific countries, 2011-12 - 2021-22²³

Country	11-12	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20	20-21	21-22	Total
Fiji	130	120	69	64	64	92	62	76	59	42	113	891
PNG	257	97	42	67	42	45	36	55	48	25	87	801
Tonga	12	6	<5	<5	<5	7	5	<5	<5	<5	<5	42
Solomon Islands	7	<5	7	<5	<5	<5	0	<5	0	0	<5	25
Samoa	<5	7	<5	<5	<5	<5	0	<5	0	<5	<5	24
Vanuatu	<5	<5	<5	<5	<5	<5	0	0	<5	<5	<5	20
Nauru	16	<5	0	0	0	0	0	0	0	0	<5	18
Kiribati	<5	<5	<5	<5	<5	<5	0	<5	0	<5	<5	17
French Polynesia	0	<5	0	0	0	0	0	<5	0	<5	0	<5
New Caledonia	0	<5	<5	0	0	0	0	0	0	0	0	<5
Palau	0	0	0	<5	<5	0	0	0	0	0	0	<5
Tuvalu	0	<5	0	0	0	<5	0	0	0	0	0	<5
Total	430	244	123	148	116	154	103	137	111	75	207	1,848

TSS visa holders by industry

The TSS visa allows workers to be employed in a number of different industries, however the different streams of the visa have varying eligibility about whether the worker can be employed in an occupation that is on the STSOL, MLTSSL, or an occupation that is part of a Labour Agreement (see Table 3 for eligibility). Between 2011-12 and 2021-22, the top sponsoring industries for Pacific workers on the TSS and its predecessor were: 'Mining' (482 workers), 'Other Services' (328 workers), 'Professional, Scientific and Technical' (174 workers), 'Health Care and Social Assistance' (168 workers), 'Manufacturing' (140 workers), and 'Retail Trade' (107 workers).

²³ Data source: DHA 2023a.

All other industries sponsored less than 100 visas across the entire period (see Table 9). Over time the industries that Pacific workers have been joining have seen small fluctuations, although ‘Mining’ has fluctuated with a maximum of 216 Pacific workers in 2011-12 and a minimum of <5 workers in 2017-18 (see Annex 6 for industry breakdown over time and the next chapter for details on related policy changes).

The most common occupations differed across countries (see Table 9). Focusing on the two primary source countries, for Fiji the most common sponsoring industry was ‘Other Services’ (145 workers), followed by ‘Professional, Scientific and Technical’ (133 workers) and ‘Manufacturing’ (113 workers). For PNG, the ‘Mining’ industries attracted a significant portion of their workers (455 workers) and this high number for PNG is the reason ‘Mining’ is the top sponsoring industry. There are a few workers from other countries involved in the ‘Mining’ industry. The rest of PNG’s workers are split in low numbers across multiple sectors. A corresponding table showing the breakdown of workers by industry as a percentage of their countries’ total workers can be found in Annex 6.

Table 9: Sponsoring industries for Pacific workers on subclass 457 and 482 visas by country, 2011-12 – 2021-22²⁴

Sponsoring industry	Fiji	French Polynesia	Kiribati	Nauru	New Caledonia	Palau	PNG	Samoa	Solomon Islands	Tonga	Tuvalu	Vanuatu	Total
Accommodation and Food Services	52	<5	<5	0	0	0	7	0	<5	<5	0	<5	67
Administrative and Support Services	<5	0	<5	0	0	0	<5	0	0	0	0	0	<5
Agriculture, Forestry and Fishing	23	0	0	0	0	0	<5	0	<5	<5	0	0	29
Arts and Recreation Services	<10	0	0	0	0	0	<5	0	0	0	0	0	7
Construction	36	0	0	0	<5	0	32	0	<5	<5	0	<5	74
Education and Training	41	0	0	0	0	0	10	0	<5	0	0	<5	56
Electricity, Gas, Water and Waste Services	16	0	0	0	0	0	11	<5	0	<5	0	0	29

²⁴ Data source: DHA 2023a.

Sponsoring industry	Fiji	French Polynesia	Kiribati	Nauru	New Caledonia	Palau	PNG	Samoa	Solomon Islands	Tonga	Tuvalu	Vanuatu	Total
Financial and Insurance Services	15	0	0	0	0	0	7	<5	0	<5	0	<5	25
Health Care and Social Assistance	97	<5	9	0	0	0	37	5	5	7	<5	<5	168
Information Media and Telecomm.	38	0	0	0	0	<5	<5	0	<5	0	0	0	42
Manufacturing	113	<5	0	<5	0	<5	21	<5	<5	<5	0	0	140
Mining	21	0	0	<5	<5	0	455	<5	<5	<5	0	0	482
Not Specified	<5	0	0	15	0	0	<5	0	0	0	0	0	22
Other Services	145	0	<5	<5	0	0	144	12	<5	16	0	5	328
Professional, Scientific and Technical	133	0	0	0	0	0	34	<5	<5	<5	0	0	174
Public Administration and Safety	9	0	0	0	0	0	<5	0	<5	<5	0	0	16
Rental, Hiring and Real Estate Services	<5	0	0	0	0	0	<5	0	0	<5	0	0	8
Retail Trade	99	0	0	0	0	0	5	0	<5	<5	0	0	107
Transport Postal and Warehousing	25	0	<5	0	0	0	18	0	<5	<5	0	<5	51
Wholesale Trade	15	0	0	0	0	0	<5	0	0	0	0	<5	19
Total	891	<5	17	18	<5	<5	801	24	25	42	<5	20	1,848

Demographics of TSS visa holders

Across the period, the most common age group for workers from the Pacific was 30-34 years old (27.4% overall). This was the case every year during the period except 2018-19, for which 25-29 was most common (see Annex 6 for a yearly breakdown). Overall, this group was followed by 25-29 years old (21%) and 35-39 years old (20.1%). This trend typically held for countries across the decade, except for some cases where sample sizes were small (see Table 10). This means that Pacific workers on the TSS visa are most likely to be aged between 25 and 39 and are therefore in a key stage of their career and skill development when they are on this visa.

Table 10: Share of age groups (%) for Pacific workers on subclass 457 and 482 visas by country, 2011-12 — 2021-22²⁵

Age Group	Fiji	French Polynesia	Kiribati	Nauru	New Caledonia	Palau	PNG	Samoa	Solomon Islands	Tonga	Tuvalu	Vanuatu	Total
18—19	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1
20—24	6.4	0.0	0.0	0.0	50.0	0.0	2.5	0.0	0.0	0.0	0.0	15.0	4.4
25—29	27.3	100	52.9	16.7	0.0	50.0	14.7	20.8	4.0	4.8	0.0	20.0	21.0
30—34	26.9	0.0	23.5	44.4	50.0	50.0	28.2	29.2	12.0	28.6	0.0	20.0	27.4
35—39	17.7	0.0	11.8	5.6	0.0	0.0	23.2	8.3	40.0	23.8	0.0	15.0	20.1
40—44	11.4	0.0	0.0	22.2	0.0	0.0	17.1	20.8	16.0	11.9	66.7	20.0	14.2
45—49	5.1	0.0	0.0	5.6	0.0	0.0	7.9	12.5	12.0	19.0	33.3	5.0	6.8
50—54	2.7	0.0	11.8	5.6	0.0	0.0	3.6	8.3	4.0	7.1	0.0	5.0	3.4
55—59	1.0	0.0	0.0	0.0	0.0	0.0	2.0	0.0	8.0	2.4	0.0	0.0	1.5
60—64	1.1	0.0	0.0	0.0	0.0	0.0	0.7	0.0	4.0	2.4	0.0	0.0	1.0
65+	0.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1
Total	100	100	100	100	100	100	100	100	100	100	100	100	100

²⁵ Data source: DHA 2023a.

On average across the decade, 81.1% of Pacific workers were male (see Table 11), and as noted regarding age, this typically held across countries except where sample sizes were small. The gender composition of Pacific workers on a TSS visa in Australia may be broadly impacted by both demand and supply side factors, including the gender composition of sponsoring industries in Australia and, as outlined above, the majority of TSS holders are between 25 and 39, a time when there may be gendered family and societal roles, such as raising children or caring for family members, that impact women’s choice or ability to move to another country for employment.²⁶

Table 11: Gender of Pacific workers on subclass 457 and 482 visas by country, 2011-12 — 2021-22²⁷

Country	Female		Male		Total	
	%	No.	%	No.	%	No.
Fiji	21.0	187	79.0	704	100	891
PNG	14.1	113	85.9	688	100	801
Tonga	23.8	10	76.2	32	100	42
Solomon Islands	24.0	6	76.0	19	100	25
Samoa	41.7	10	58.3	14	100	24
Vanuatu	30.0	6	70.0	14	100	20
Nauru	5.6	<5	94.4	17	100	18
Kiribati	64.7	11	35.3	6	100	17
French Polynesia	66.7	<5	33.3	<5	100	<5
Tuvalu	66.7	<5	33.3	<5	100	<5
New Caledonia	50.0	<5	50.0	<5	100	<5
Palau	0.0	0	100	<5	100	<5
Total	18.9	349	81.1	1,499	100	1,848

²⁶ An understanding of the gender composition of all Pacific workers coming to Australia would be better informed with analysis of partner or family visas that also allow employment. However, these visas were outside the scope of this study.

²⁷ Data source: DHA 2023a.

Other visas

Aside from the TSS visa, significantly fewer people from Pacific countries used the remaining visa pathways (see Table 12). Of these, Temporary Work (Short Stay Activity) visas were most common, followed by Temporary Activity visas. This latter category was introduced in 2016, replacing a set of disparate visas that became streams (see Table 13). People from Pacific countries have mainly used the ‘Invited for Other Social and Cultural Activity (Invited Participant)’ and ‘Religious Work’ streams. Data breakdowns for these other visas by country were not available, nor was demographic data available.

Table 12: Other relevant visas granted to Pacific people, 2012-13 — 2020-21²⁸

Visa	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20	20-21
188 Business Innovation and Investment (Provisional)	0	0	0	<20	<15	10	<15	<5	10
400 Temporary Work (Short Stay Activity)	113	1,066	1,979	1,428	941	171	116	106	26
408 Temporary Activity	0	0	0	0	513	922	905	779	200
485 Temporary Graduate	83	84	81	90	53	79	80	92	81
491 Skilled Work Regional (Provisional)	0	0	0	0	0	0	0	<5	<10

²⁸ Data source: data provided by DHA to Sustineo.

Table 13: Selected subclass 408 visas (and relevant preceding visas) granted to Pacific people, 2012-13 — 2020-21²⁹

Subclass 408 Stream	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20	20-21
Entertainment Activities	32	15	39	46	40	70	73	129	0
Exchange Arrangements	<5	0	0	0	0	<5	0	0	0
Invited for Other Social and Cultural Activity (Invited Participant)	52	583	1,401	1,057	940	544	595	464	76
Religious Work	124	170	147	160	162	179	126	94	42
Research Activities	<5	<5	0	0	8	<5	<5	<5	0
Special Programs	31	15	17	21	15	17	19	<10	<5
Sporting Activities	86	72	51	34	209	106	88	82	83

²⁹ Data source: data provided by DHA to Sustineo.

Australia Visitor Visa Usage

Over the past decade, people from Pacific countries have also entered Australia for business purposes using the Business Visitor Visa. Between 2012-13 and 2022-23 (until 31 March), Australia granted 72,404 of these visas to people from 16 Pacific countries (see Figure 1).³⁰ Prior to the onset of the COVID-19 pandemic there had been a steady decline in the number of Pacific businesspeople being granted this visa in order to visit Australia.

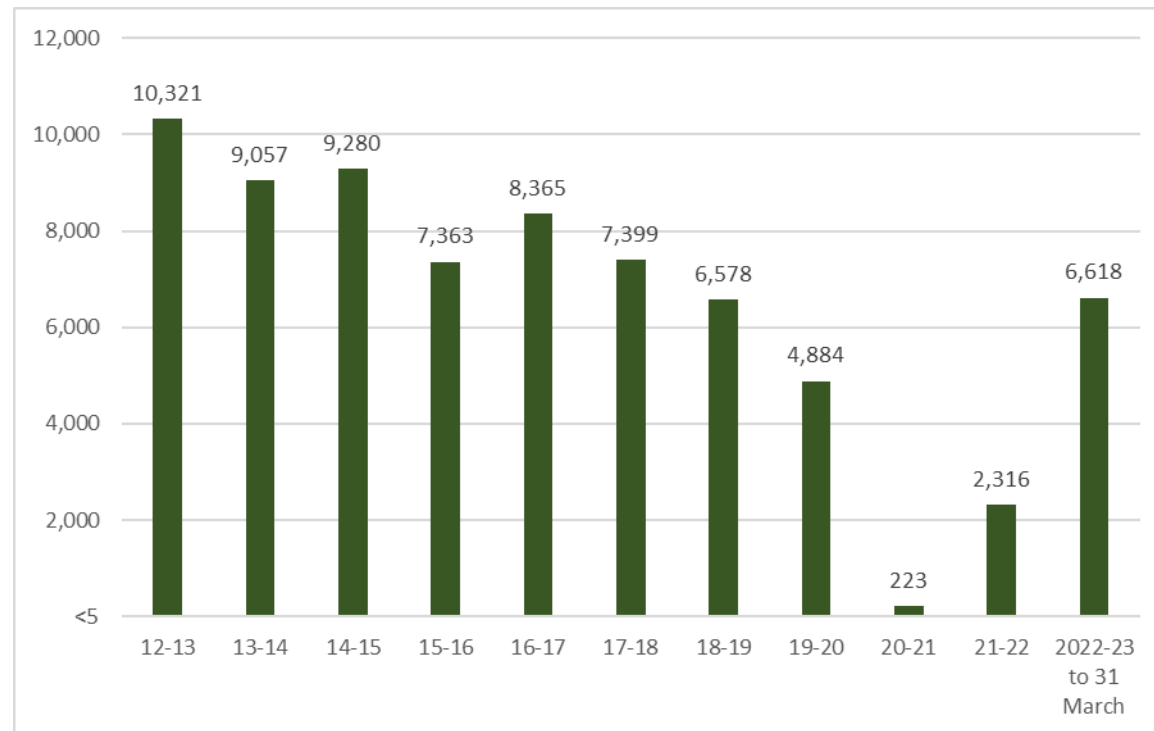


Figure 1: Business Visitor visas granted to people from Pacific countries, 2012-13 — 2022-23 (to 31 March)³¹

³⁰ These were Cook Islands, Fiji, French Polynesia, Kiribati, Marshall Islands, Micronesia, Nauru, New Caledonia, Niue, Palau, PNG, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.

³¹ Data source: data provided by DHA to Sustineo (until data for 2020-2021), then DHA 2023c (for 2021-22 and 2022-2023 data).

Similar to the temporary employment visa data above, businesspeople from PNG and Fiji are making the most use of the Business Visitor visa, with 28,474 and 18,352 visits respectively. Aside from a drop during COVID-19 health and travel restrictions, the figures for PNG and Fiji have remained relatively high. There is a significant decrease before the next countries, with Solomon Islands (7,432 visits) and Vanuatu (4,849 visits), and then a cluster of Tonga (3,500 visits), Samoa (3,116 visits), Kiribati (2,658 visits), and Nauru (2,057 visits). Tuvalu, Micronesia, Marshall Islands, and Palau had businesspeople visit Australia less than 1,000 times, and French Polynesia had <5 entries.³²

Table 14: Business visitor entries into Australia by country and year, from 2012-13 to 2022-23 (to March 2023)³³

Financial Year	Fiji	French Polynesia	Kiribati	Marshall Islands	Micro-nesia	Nauru	Palau	PNG	Samoa	Solomon Islands	Tonga	Tuvalu	Vanuatu	Grand Total
2012-13	2,206	0	244	76	46	198	48	4,689	539	984	678	87	526	10,199
2013-14	2,140	0	610	70	49	275	27	3,472	332	880	556	87	559	8,938
2014-15	2,164	0	322	34	42	224	31	4,228	360	992	393	79	411	9,204
2015-16	2,016	0	160	35	67	214	41	2,848	318	819	301	67	477	7,261
2016-17	2,034	0	184	47	45	191	31	3,388	389	958	364	97	637	8,273
2017-18	2,258	<5	186	58	46	192	49	2,661	231	810	300	<90	518	7,295
2018-19	1,570	0	250	36	42	178	34	2,272	368	660	283	86	799	6,500
2019-20	1,221	0	235	29	29	160	31	1,854	210	453	243	76	343	4,826
2020-21	24	0	153	0	0	7	0	24	0	<5	5	<5	6	223
2021-22	1,030	0	89	0	6	206	5	659	35	143	49	14	80	2,310
2022-23 to 31 March	1,689	<5	225	35	64	212	54	2,379	334	<730	328	75	493	6,520
Total	18,352	<5	2,658	420	436	2,057	351	28,474	3,116	7,432	3,500	758	4,849	72,404

³² The Business Visitor visa data available does not provide any demographics information.

³³ Data source: DHA 2023c.

Within the category of Business Visitor visa holders, there were a small number of businesspeople from Pacific countries that were entering Australia with an Asia Pacific Economic Cooperation (APEC) Business Travel Card (ABTC). The ABTC is a card that allows approved businesspeople to move between participating countries for business purposes without undertaking a full visa process. Cardholders are able to enter participating countries for short-term business travel of up to 60 or 90 days without applying for a further visa. However, at present only PNG, Australia, and NZ are relevant participating countries. Across 2012-13 to 2022-23 (to March 2023), the ABTC was used 536 times by people from PNG to enter Australia.³⁴ There were a very small number of people from other Pacific countries, including Fiji (13 people), Samoa (<5 people), Solomon Islands (<5 people), Tonga (5 people), which also entered Australia using a ABTC, however this occurs when a business person holds the citizenship of a Pacific country but may be a resident of and representing a business from PNG or NZ.

New Zealand Employment Visa Usage

This section outlines the use of NZ temporary employment visas by workers from the Pacific, but it is important to note that NZ immigration data does not capture arrivals from Cook Islands, Niue, or Tokelau,³⁵ because their citizens do not require a visa to enter NZ. Similar to the Australian section, this section is focused on data relating to the primary temporary worker visa available for NZ — the Accredited Employer Worker Visa (AEWV) and its predecessor visas that are no longer available (the Essential Skills, Talent (Accredited Employer), LTSSLO, and Silver Fern visas). Further information on this visa and the NZ industries making use of it is in the next chapter.

The data on AEWV visa is disaggregated by country, industry, demographics, and then summary data on other temporary visas is presented. The tables in this section have been structured to cover the period of 2013 to 2022. The tables are presented by country across the whole period, unless specified otherwise. Annex 7 contains the corresponding tables disaggregated by year (for the whole Pacific region) and graphs of the data where applicable.

AEWV (and predecessors) usage by country

Before the AEWV was introduced, the majority of Pacific workers entered NZ using the Essential Skills visa, with small percentages of workers entering on the Talent (Accredited Employer) and LTSSLO visas and exceptionally small percentages entering on the Silver Fern visa in 2013 and 2014 only (see Annex 7). In the period from 2013 to 2022, 22,803 workers from Pacific countries were granted an AEWV or one of its predecessor visas. Total arrivals across these categories have increased from 1,938 in 2013 to 3,264 in 2022 (see Table 15). This usage is exceptionally higher than the usage of the

³⁴ Data source: DHA 2023

³⁵ These three entities form part of the 'Realm of New Zealand'. Cook Islands and Niue are associated states, while Tokelau is a dependent territory.

Australian TSS visa by Pacific workers, however this difference is being driven by the use of AEWV by Fijian citizens. The vast majority of these employment visas (83.9%) were being granted to Fijian citizens. This holds across all years in the period — visas granted to Fijian citizens were at their lowest in 2021 and even then they were 76.4% of all AEWV visas. There is a significant gap before reaching the next highest usages overall, which is Tonga (8.7%) and then Samoa (4.9%). All other countries registered less than 1% of the AEWV visas granted.

Table 15: AEWV and preceding visas granted to Pacific workers, 2013 — 2022³⁶

Country	Visa	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Fiji	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	1,749	1,749
	Predecessor Visas	1,674	1,791	1,941	1,845	1,758	1,836	2,526	1,158	1,878	981	17,388
	<i>Subtotal</i>	1,674	1,791	1,941	1,845	1,758	1,836	2,526	1,158	1,878	2,730	19,137
Kiribati	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	15	15
	Predecessor Visas	24	24	21	18	21	9	15	9	9	15	171
	<i>Subtotal</i>	24	24	21	18	21	9	21	9	9	30	186
PNG	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	<5	<5
	Predecessor Visas	<5	<5	9	21	12	15	21	15	30	<20	<145
	<i>Subtotal</i>	<5	<5	9	21	12	15	21	15	30	21	<150
Samoa	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	117	117
	Predecessor Visas	78	75	93	84	69	102	168	93	162	84	1,008
	<i>Subtotal</i>	78	75	93	84	69	102	168	93	162	201	1,125
Solomon Islands	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	<10	<10
	Predecessor Visas	9	<5	6	<5	6	<5	6	6	12	<5	<60
	<i>Subtotal</i>	9	<5	6	<5	6	<5	6	6	12	9	63

³⁶ Data source: MBIE 2023b.

Country	Visa	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Tonga	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	60	60
	Predecessor Visas	138	150	162	177	171	174	279	153	345	<185	<1,935
	<i>Subtotal</i>	138	150	162	177	171	174	279	153	345	<245	<1,995
Tuvalu	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	9	9
	Predecessor Visas	9	9	6	<5	0	<5	<5	<5	18	18	72
	<i>Subtotal</i>	9	9	6	<5	0	<5	<5	<5	18	27	81
Vanuatu	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	<5	<5
	Predecessor Visas	<5	6	6	6	6	21	12	<5	<5	0	<60
	<i>Subtotal</i>	<5	6	6	6	6	21	12	<5	<5	<5	<65
Total		1,938	2,061	2,244	2,157	2,043	2,163	3,036	1,440	2,457	3,264	22,803

AEWV (and predecessors) usage by industry

The AEWV allows workers to be employed in occupations across a range of industries. However, unlike the Australian TSS visa, the AEWV is not tied to specific occupation lists (although there are exceptions in terms of eligibility criteria for roles on NZ's Green List). Between 2013 and 2022, the most common occupations (at the ANZSCO Sub-Major Group level) for Pacific workers on the AEWV and its predecessors, aside from the generic category of Other, were:

- Road and Rail Drivers (2,334 workers),
- Automotive and Engineering Trades Workers (2,214 workers),
- Farm, Forestry and Garden Workers (2,109 workers),
- Construction Trades Workers (1,851 workers),
- Carers and Aides (1,641 workers) (see Table 19).

The composition of occupations has changed over time, although it is difficult to draw conclusions on this due to the impact of COVID-19 and the changing visa categories with the introduction of the AEWV in 2022 (see Annex 7 for industry breakdown over time).

The most common occupations differed across countries (see Table 16). For Fiji, the most common Sub-Major Group was 'Road and Rail Drivers' (2,268 workers); for Tonga and Samoa it was 'Factory Process Workers' (411 workers and 207 workers respectively); for Kiribati it was 'Carers and Aides' (57 workers); For PNG, Vanuatu, and Solomon Islands it was 'Farm, Forestry and Garden Workers' (30, 18, and 12 workers respectively); and for Tuvalu 'Carers and Aides' and 'Factory Process Workers' were joint highest (15 workers each). A corresponding table to Table 16 showing the breakdown of workers by industry as a percentage of their countries' total workers can be found in Annex 7.

Table 16: Pacific workers granted AEVWs and preceding visas by Occupation Sub Major Group and country, 2013 - 2022³⁷

Occupation Sub-Major Group	Fiji	Tonga	Samoa	Kiribati	PNG	Tuvalu	Vanuatu	Solomon Islands	Total
Automotive and Engineering Trades Workers	2,094	51	51	<5	12	<5	0	0	2,214
Carers and Aides	1,446	90	24	57	9	15	0	0	1,641
Construction and Mining Labourers	240	237	162	0	9	0	9	0	657
Construction Trades Workers	1,314	333	195	9	0	0	0	0	1,851
Electrotechnology and Telecommunications Trades Workers	1,302	<90	<5	0	0	6	0	0	1,401
Factory Process Workers	798	411	207	<5	0	<15	0	6	1,440
Farm, Forestry and Garden Workers	1,788	186	45	24	30	6	18	12	2,109
Farmers and Farm Managers	468	18	6	0	9	0	<5	<5	507
Food Trades Workers	918	36	<40	0	0	0	9	<5	1,005
Machine and Stationary Plant Operators	381	60	36	<5	<5	<5	<5	0	489
Mobile Plant Operators	411	69	6	15	0	0	9	0	510
Not recorded	1,956	105	135	27	21	9	6	9	2,268
Other	3,084	267	183	42	51	24	12	27	3,690
Other Technicians and Trades Workers	669	<5	6	0	6	0	0	<5	687

³⁷ Data source: MBIE 2023b.

Occupation Sub-Major Group	Fiji	Tonga	Samoa	Kiribati	PNG	Tuvalu	Vanuatu	Solomon Islands	Total
Road and Rail Drivers	2,268	36	<30	<5	0	0	0	0	2,334
Total	19,137	1,992	1,125	186	150	81	69	63	22,803

Demographics of AEWV (and predecessors) holders

From 2013 to 2022, the most common age group for workers from the Pacific was 30-39 years old (39.4% overall), with 20-29 years old and then 40-49 years old being the next most common age groups (28.9% and 21.9% respectively). This was consistent across every year from 2013 to 2022 (see Annex 7 for yearly breakdown). This trend typically held for all countries, although the ranking of the 20-29 and 40-49 was inverted for Kiribati, Tuvalu, and Vanuatu (see Table 17). Similar to the Australian TSS visa, this means that Pacific workers entering NZ on the AEWV or predecessor visas were most likely to be within a primary career and skill development stage when they come to NZ.

Table 17: Share of age groups of Pacific workers granted AEWVs and preceding visas by country, 2013 - 2022³⁸

Age Group	Fiji	Kiribati	PNG	Samoa	Solomon Islands	Tonga	Tuvalu	Vanuatu	Total
0-19	0.9	0.0	0.0	2.4	4.0	5.2	0.0	0.0	1.3
20-29	28.2	22.7	37.0	33.8	20.0	33.3	23.8	18.5	28.9
30-39	40.1	31.8	52.2	34.3	52.0	34.4	33.3	40.7	39.4
40-49	22.1	25.0	8.7	21.4	16.0	20.1	33.3	37.0	21.9
50-59	7.6	15.9	2.2	7.3	4.0	6.1	9.5	3.7	7.5
60-64	0.9	4.5	0.0	0.5	4.0	0.9	0.0	0.0	0.9
65+	0.1	0.0	0.0	0.3	0.0	0.0	0.0	0.0	0.1
Total	100	100	100	100	100	100	100	100	100

³⁸ The difference in totals to the earlier occupation tables (22,803 vs 22,707) is due to the different datasets using random rounding to base 3. See https://mbienz.shinyapps.io/migration_data_explorer/ for more detail. Data source: MBIE 2023b.

On average across the decade, 81.6% of Pacific workers were male (see Table 18) and this majority position was consistent across all years from 2013 to 2022 (see Annex 7 for yearly breakdown). However, there were two countries with higher proportions of women: across the decade, 47.7% of workers from Kiribati were female, while the corresponding figure for Tuvalu was 33.3% (see Table 25). Again, similar to the Australian TSS visa, the gender composition of Pacific workers on the AEWV and predecessor visas in NZ may be broadly impacted by both demand and supply side factors, including the gender composition of industries in NZ looking to hire international workers and, gendered family and societal roles regarding children and caregiving that may impact women’s choice or ability to move to another country for employment.³⁹

Table 18: Gender of Pacific workers granted AEWVs and preceding visas by country, 2013 - 2022⁴⁰

Country	Female		Male		Not recorded		Total	
	%	No.	%	No.	%	No.	%	No.
Fiji	18.6	<3,565	81.4	<15,590	0.01	<5	100	19,152
Tonga	13.7	267	86.3	1,689	0.0	0	100	1,956
Samoa	18.1	201	81.9	909	0.0	0	100	1,110
PNG	28.3	<40	71.7	<100	0.0	0	100	138
Kiribati	47.7	63	52.3	69	0.0	0	100	132
Vanuatu	18.5	15	81.5	66	0.0	0	100	81
Solomon Islands	16.0	12	84.0	63	0.0	0	100	75
Tuvalu	33.3	21	66.7	42	0.0	0	100	63
Total	18.4	4,179	81.6	18,525	0.01	<5	100	22,707

³⁹ An understanding of the gender composition of all Pacific workers coming to NZ would be better informed with analysis of partner or family visas that also allow employment. However, these visas were outside the scope of this study.

⁴⁰ The difference in totals to the earlier occupation tables (22,803 vs 22,707) is due to the different datasets using random rounding to base 3. See https://mbienz.shinyapps.io/migration_data_explorer/ for more detail. Data source: MBIE 2023b.

Other visas

Over the past decade, a small but notable number of Pacific people have been approved to enter NZ on the other visas identified in Table 4. Of the other visas, the most common were Specific Purpose Work Visas (2,247 workers), Post-Study Work Visas (2,151 workers), and Religious Worker Work Visas (1,095 workers) (see Table 19). Between 2013 and 2022 the overall use of these other visas (prior to the onset of the COVID-19 pandemic) has ranged between 600 and 800 visas a year, with small fluctuations in each visa category (see Annex 7 for yearly breakdown of visa categories). The most highly represented countries were Fiji (3,213 workers), Tonga (1,182 workers), and Samoa (969 workers). There is a significant decrease down to Kiribati (192 workers), PNG (114 workers), Solomon Islands (96 workers), and Vanuatu (84 workers). French Polynesia, Marshall Islands, and Palau all have less than 10 workers entering NZ on these visas. For most countries the Specific Purpose, Post-study, and Religious Worker visas make up a large share of their other visas granted. However, workers from Kiribati mostly obtained visas for Fishing Crews.

Table 19: Other visas used by Pacific people by country, 2013 — 2022

Visa	Fiji	French Polynesia	Kiribati	Marshall Islands	Palau	PNG	Samoa	Solomon Islands	Tonga	Tuvalu	Vanuatu	Total
Specific Purpose	1,032	0	15	<5	6	42	<490	54	555	9	42	2,247
Post-study	1,734	<5	6	0	0	45	39	12	294	<5	15	2,151
Religious Worker	294	0	69	0	0	21	387	<5	300	<5	18	1,095
Entertainer	120	0	0	<5	0	0	21	15	9	<5	0	171
Fishing Crew	0	0	102	0	0	<5	30	<10	0	18	0	159
Talent - Arts, Culture and Sports	15	0	0	0	0	0	<5	<10	24	0	6	54
Student and Trainee	<15	0	0	0	0	<5	0	0	0	0	0	<20
Entrepreneur	<5	0	0	0	0	0	0	0	0	0	<5	<10
Total	3,213	<5	192	6	6	114	969	96	1,182	36	84	5,901

NZ visitor visa usage

Although NZ has a range of different visitor visas that Pacific businesspeople can obtain for work purposes (see Table 6), the publicly available data only contains information on the Business Visitor visa.⁴¹ Overall, Pacific businesspeople have visited NZ on this visa 18,378 times between 2013 and 2022. Unlike Australia, whose business visitors had been declining prior to the onset of the COVID-19 pandemic, the business visitors to NZ have been relatively consistent up until 2020. However, the citizenship of visitors to NZ is similar to Australia, most of these visitors came from Fiji (9,684 visits) and PNG (3,033 visits) (see Table 20), although the overall visitor numbers to NZ are significantly lower than those visiting Australia. After the most common countries, Vanuatu, Kiribati, and Solomon Islands then form a cluster of countries with between 1,000 and 1,200 business visitors. Following these countries, 900 businesspeople from Tonga visited NZ and then less than 500 businesspeople from Tuvalu, Samoa, Nauru, Marshall Islands, and Palau visited NZ.

Table 20: Business visitors from Pacific countries by year, 2013 – 2022⁴²

Country	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Fiji	1,035	1,017	1,284	1,422	1,173	1,356	1,299	180	0	918	9,684
PNG	441	492	420	333	360	399	330	69	18	171	3,033
Vanuatu	171	129	141	159	120	192	192	42	0	48	1,194
Kiribati	129	153	150	132	141	150	141	27	0	99	1,122
Solomon Islands	123	111	171	165	156	174	114	18	0	48	1,080
Tonga	45	48	78	117	162	126	156	36	0	132	900
Tuvalu	42	63	63	51	51	93	96	6	0	12	477
Samoa	9	<5	<5	6	6	24	39	6	0	216	312
Nauru	27	<50	30	24	21	33	39	9	0	<5	234
Marshall Islands	42	48	42	36	15	21	18	0	0	6	228
Palau	33	24	<15	15	9	6	9	0	0	<5	114

⁴¹ The NZ data also does not provide information on ABTC that could be compared to the available Australian data.

⁴² Data source: MBIE 2023b.

Country	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Total	2,097	2,136	2,397	2,460	2,214	2,574	2,433	393	18	1,656	18,378

5 Industry utilisation of temporary employment visas

The most prominent temporary employment visas available to Pacific citizens, the TSS visa for Australia and AEWV for NZ, have had limited use by Pacific citizens. However, it is crucial to consider that these two visas are both driven by the demand from employers within specific industries. Pacific citizens are not able to apply for these visas independently, they need a job offer from a business in Australia or NZ. Hence, an understanding of the broader uses of these visas by specific industries in Australia and NZ provides an indication of industries that could have more opportunities for Pacific workers. This section provides additional details on the TSS and AEWV visas not provided in the Eligibility section above, as well as data on the use of these visas by specific industries. However, it is important to note that the Australian and NZ data is not directly comparable, as the former uses sponsoring industry and the latter uses nominated occupation.

Australia – Temporary Skill Shortage visa

The Temporary Skills Shortage (TSS) visa is intended to be the primary dedicated pathway for temporary overseas workers to enter Australia. As outlined in Table 2 and Table 3 the TSS has three streams (Short Term, Medium Term, and Labour Agreement, see Box 2) and each stream has varying eligibility requirements in term of length of stay and adhering to specific occupation lists. Australian employers bringing in labour through the TSS must not pay overseas workers less than an Australian worker would be for doing the same work in the same location. Moreover, overseas worker salaries must exceed the Temporary Skilled Migration Income Threshold (TSMIT), which is currently A\$53,900 (increasing to A\$70,000 from 1 July 2023).

Box 2: Labour Agreements

There are currently five types of labour agreement:

- Company Specific labour agreements. Negotiated between the Australian Government and employers with a genuine skills need that is not already covered by an industry labour agreement, Designated Area Migration Agreements (DAMAs), or project agreement. The occupation in shortage must not already be available under the standard skilled visa programs (on the combined list of eligible skilled occupations), unless a strong and compelling business case has been provided.
- DAMA. A formal agreement between the Australian Government and a regional, state or territory authority that provides access to more overseas workers than the standard skilled migration program. There are currently 12 DAMAs in place (see Annex 8).
- Global Talent Employer Sponsored (GTES) agreements. Allows employers to sponsor overseas workers for highly-skilled positions that cannot be filled by Australian workers or through other visa programs, particularly the TSS.
- Industry labour agreements. Negotiated between the Australian Government and industries with ongoing labour shortages, evidenced by extensive consultation within the industry. There are nine industry agreements in place: Dairy; Fishing; Meat; Minister of Religion; On-hire; Pork; Restaurant (premium dining); Advertising; and Horticulture.
- Project agreements. Allows project companies with genuine skills shortages to source overseas workers during the construction phase of resource or infrastructure projects

In 2021-22, the Australian Government granted 32,062 temporary worker visas (subclasses 457 and 482) to workers from all over the world, but only 207 of these workers came from Pacific countries (see Table 8). The overall numbers of temporary worker visas has decreased by 53.1% decrease since 2011-12, when 68,314 temporary worker visas were granted (see Figure 1). Part of this significant reduction is due to COVID-19; however, the downward trend was already occurring prior to the pandemic. This was due to a range of policy changes, including:

- the tightening of eligibility criteria and sponsor obligations in July 2013 (see Department of Immigration and Border Protection 2014 for more detail), in response to the end of the ‘resources boom’
- a one-third reduction of the number of eligible occupations in April 2017
- the abolition of the 457 visa and its replacement by the TSS in March 2018, which instituted more stringent requirements regarding applicants’ relevant experience, salaries in Australia, and labour market testing, and increased the cost of sponsorship for businesses (Birrell 2017: 2).

As noted above, the upcoming overhaul of Australia’s migration system is likely to involve further significant changes to the TSS, including an increase to the TSMIT.

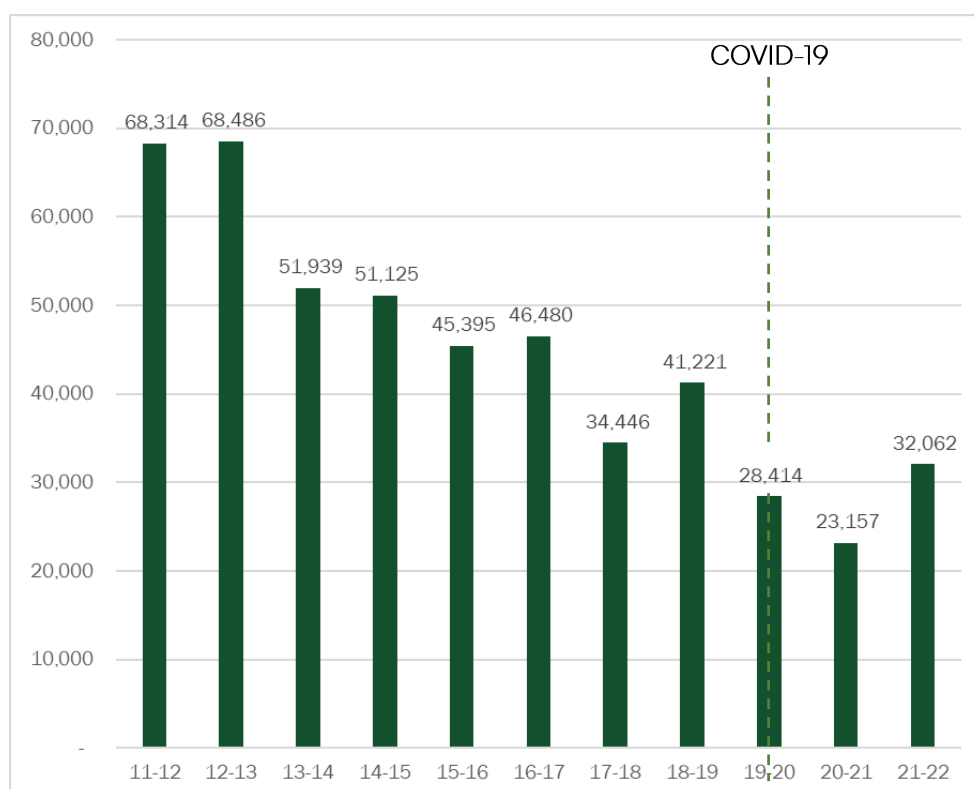


Figure 2: Total 457 and 482 visa granted, 2011-12 — 2021-22

The top five sponsor industries for temporary workers in 2021-22 were ‘Professional, Scientific, and Technical’ (17.4%), ‘Information Media and Telecommunications’ (16.1%), ‘Health Care and Social Assistance’ (13.8%), ‘Other Services’ (12.9%), and ‘Accommodation and Food Services’ (9.5%). This differs slightly from the most common industries for Pacific workers on the TSS visa, which were ‘Mining’, ‘Other Services’, ‘Professional, Scientific and Technical’, ‘Health Care and Social Assistance’, and ‘Manufacturing’. Figure 3 shows how the main sponsor industries have

changed over time. Notably, the share of 'Construction' has fallen from 13.4% to 6.3% over the past decade and the share of 'Mining' has fallen from 9.5% to 3.1%. Conversely, the share of 'Professional, Scientific and Technical' has increased from 7.2% to 17.4%.

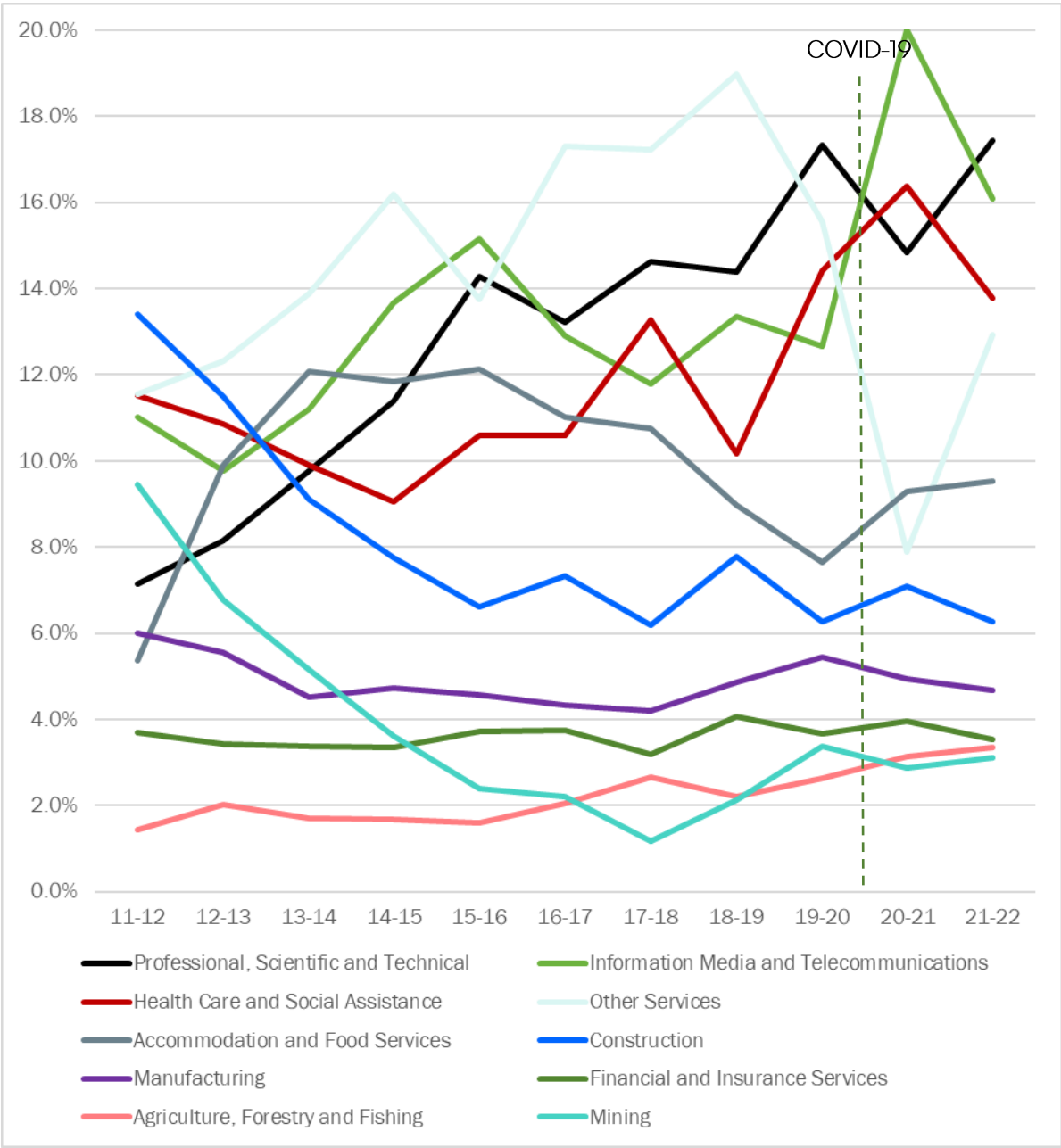


Figure 3: Share of 457 and 482 visas by sponsoring industry (top 10 industries), 2011-12 - 2021-22⁴³

New Zealand – Accredited Employer Work Visa

The majority of the visas available for temporary workers to enter NZ are highly specialised and occupation specific (see Table 4 and Table 5). Given this design, the AEWV is the visa that can cover multiple different occupations and thus it captures the bulk of the country’s temporary

⁴³ Data source: DHA 2023a.

overseas workers. According to MBIE, the AEWV was “created to reduce New Zealand’s reliance on low skilled migrant workers and make sure New Zealanders are first in line for jobs” (MBIE 2023a). Figure 4 shows that of the 62,643 relevant temporary work visas granted in 2022, AEWVs made up 35.5%, while legacy visas that the AEWV is replacing (those indicated by light green bars) constituted a further 36.0%. Although Pacific workers only made up 3,264 of these AEWV and predecessor visas in 2022, this is a much higher share than compared with Pacific workers on the TSS visa.

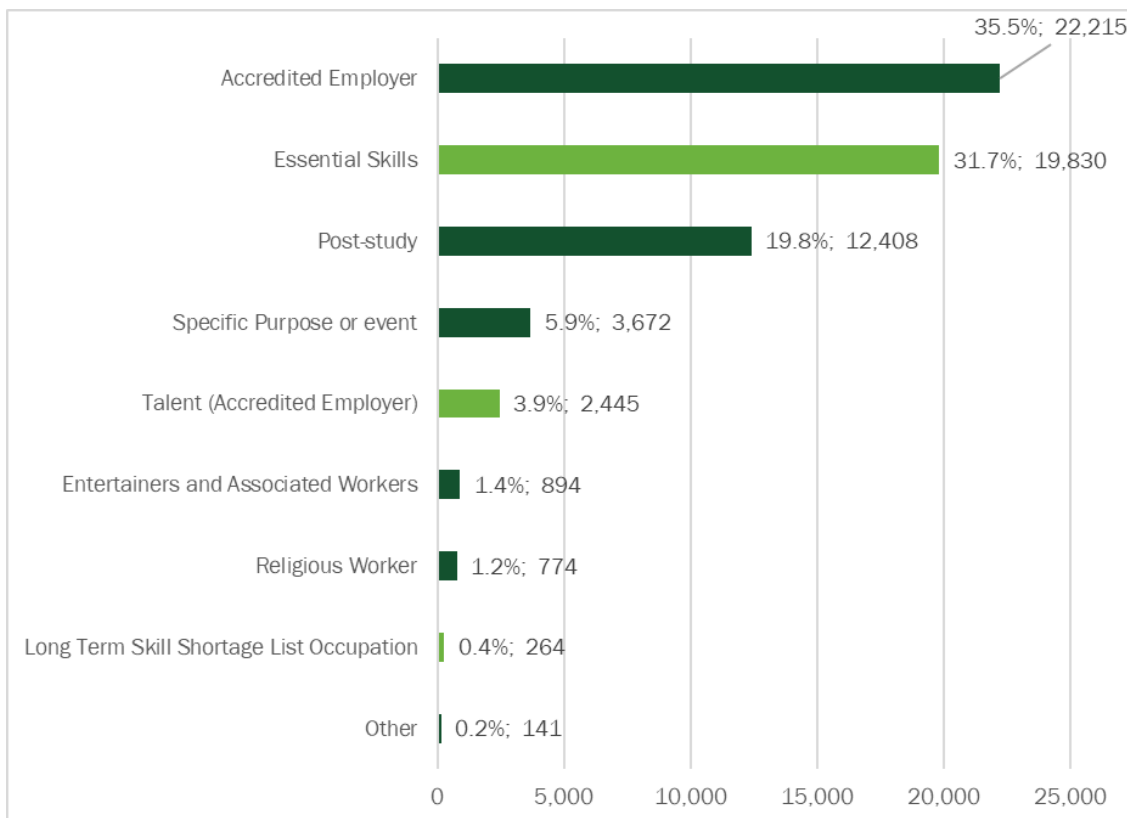


Figure 4: Selected approved temporary work visas for New Zealand, 2022⁴⁴

The top five occupations in these visas in were ‘Construction Trades Workers’ (10.1%), ‘Food Trades Workers’ (7.9%), ‘Health Professionals’ (7.4%), ‘Automotive and Engineering Trades Workers’ (7.1%), and ‘Hospitality, Retail and Service Managers’ (6.2%). Figure 5 shows how the main nominated occupations have changed over time. Notably, over the past decade the share of ‘Automotive and Engineering Trades Workers’ increased from 3.3% to 7.1% and ‘Construction Trades Workers’ increased from 7.0% to 10.1%. These two industries were the second and fourth most common industries for Pacific workers on the AEWV or predecessor visas. The other occupations which were common for Pacific workers (‘Road and Rail Drivers’, ‘Farm, Forestry and Garden Workers’, and ‘Carers and Aides’) do not currently rank very high among workers from all over the world. Although ‘Farm, Forestry and Garden Workers’ were common prior to the onset of the COVID-19

⁴⁴ Visas in the ‘Other’ category were Crew of Foreign Fishing Vessel, Entrepreneur, Talent - Arts, Culture and Sports, Student and Trainee, and Domestic Staff of a Diplomat. Data source: MBIE 2023b.

pandemic. The largest decreases for occupations were for ‘Farmers and Farm Managers’ (6.2% down to 2.2%) and ‘Health Professionals’ (9.6% down to 7.4%).

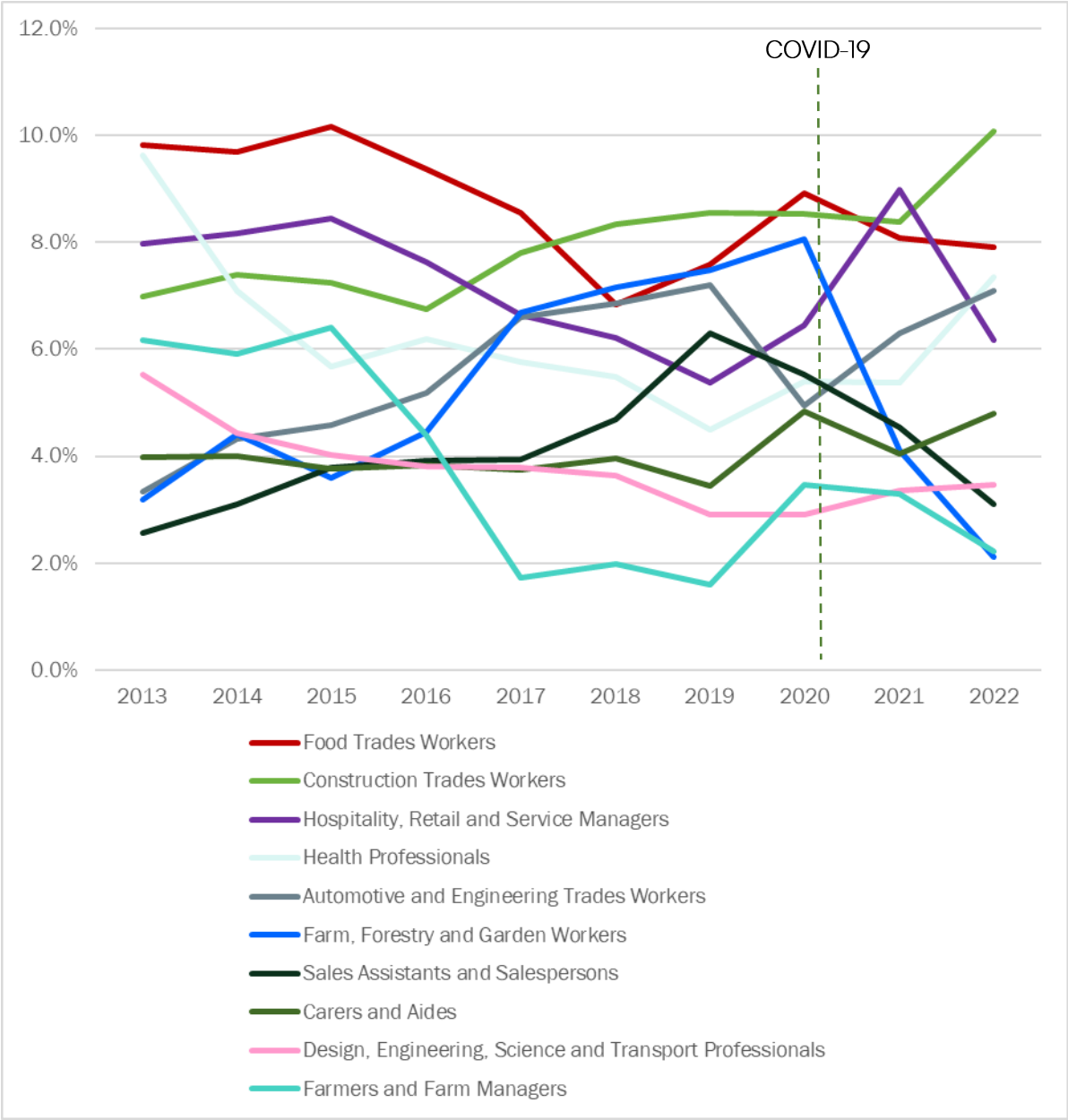


Figure 5: Share of AEWVs and preceding visas by nominated occupation (top 10 occupations), 2013 — 2022⁴⁵

⁴⁵ Data source: MBIE 2023b.

6 Factors constraining the use of identified pathways by Pacific workers

This section describes some of the factors that limit the ability of Pacific workers to access the visa pathways discussed above. It is divided into analysis of systemic constraints, and constraints specific to the relevant visa pathways identified in Section 3.

Systemic constraints

Demand side

The main systemic demand side constraints identified by stakeholders were knowledge of Pacific workers, the structure of recruiting industries, the investment costs for businesses, and administrative factors relating to processing times and general visa requirements. Each of these challenges was evident in both Australia and NZ, although some were more prominent in one country than the other (as noted below).

Low knowledge of potential Pacific workers

Stakeholders engaged in this study indicated that there was low knowledge among Australian and NZ businesses about both the skills of Pacific workers and how to engage them through employment visas. This was particularly evident in industries that have not traditionally used Pacific workers. For example, one peak body stakeholder explained that the Pacific labour market is not an area that has been considered by the NZ dairy industry and since most employment opportunities or recommendations come through word-of-mouth (among both employers and workers), the initial lack of Pacific workers means there is not a strong base for increasing Pacific engagement.

Structure of industries

Stakeholders across multiple industries in Australia and NZ indicated that the nature of businesses and employment in their industries is a constraint on hiring international workers. On the business side, stakeholders from hospitality, healthcare, and agriculture industries indicated that many businesses in these industries are small or medium-sized, and thus have restrictions on their knowledge of international labour markets and the resources available to engage with these markets. On the employment side, an Australian healthcare stakeholder highlighted that while there is high demand for skilled workers, there are few full-time employment opportunities, especially in regional areas. Hence, there may be multiple part-time roles that need to be filled but the absence of a single full-time role or coordination across part-time roles restricts the use of international employment visas. Additionally, for some industries there is the constraint that training involves country-specific knowledge that is not easily transferrable internationally. For example, an Australian stakeholder indicated that some medical professions like pharmacy require knowledge of Australia's own medical systems and infrastructure, which cannot be easily obtained overseas.

Investment costs for businesses

Related to the potential constraint of business size in many industries is the initial investment cost of pursuing visas for international workers. Meeting the requirements of an employment visa

involves time, financial, and internal resource costs on the part of the employer and these investment costs act as a deterrent for many businesses. These costs on the part of the employer cover recruitment and search costs, accreditation costs (where applicable), and for some visas employers are required to guarantee and pay for all accommodation, living expenses and costs of returning home as well as additional welfare and support costs (see earlier chapter on eligibility criteria). Stakeholders engaged in the study indicated that employers are cautious about investing such costs in an unknown employee, especially where they are concerned about retention. In response, some industries like hospitality have shifted to employing international workers who are already in country on other visas like student or working holiday visas. Although this is not consistent across industries, for example a NZ agricultural industry stakeholder highlighted that businesses are moving away from hiring working holiday visa holders as they move on from the businesses too quickly. Additionally, stakeholders also indicated employers were cautious of the time and effort that may be required to socially and professionally integrate Pacific workers who are employed for the first time into the Australian work environment, hence they prefer workers who already have international experience.

Administrative factors

The administrative factors that shape demand side constraints relate to processing times and skills recognition and assessment processes for obtaining a visa. Stakeholders highlighted that the visa processing times in Australia had stretched considerably, primarily because of the impact of the COVID-19 pandemic. In some instances, stakeholders highlighted that businesses had not engaged with employment visas or used other less direct pathways to avoid the long wait times for visa processing. As the backlog in visa applications was created by COVID-19 delays, stakeholders noted that this backlog has been reduced in the context of receding emergency measures. This reduction in processing times has been noted by the DHA and the Australian Minister for Home Affairs (DHA 2022a and O'Neil 2023). This concern over visa processing times were echoed in the NZ context but to a lesser extent. Additional administrative constraints relate to meeting skills requirements. Issues relating the current skills recognition and assessment processes include the system being a 'slow and tedious' process (O'Neil 2023) and that current skills assessments are not necessarily aligned with the needs of industries in Australia. In the outline of the Australian Government's new Migration Strategy DHA acknowledged that "industries are constrained by multiple migration-related occupation lists that do not reflect current and forecast labour market need" and that the current system is too complex for employers and migrants, especially those who have to pay high amounts and wait long periods to have their qualifications recognised (DHA 2023b).

Supply side

The system-level supply-side constraints that impact the utilisation of international employment visas are focused on concerns over skills departure ('brain drain'), obtaining sufficient skills and experience, administrative factors, and a lack of associated support services.

Concerns over skills departure

The concerns over an exodus of skilled labour from the Pacific, sometimes referred to as a 'brain drain', have been well-voiced by Pacific government actors, labour experts and industry actors in relation to Australia and NZ's broader migration systems (see, for example, Curtain 2022, Aru

2019, and Samoa Observer 2022). The challenge of balancing the potential gains from labour mobility with the potential impact on skill availability in sending countries was similarly highlighted by stakeholders engaged in this study. For example, one stakeholder anecdotally mentioned that hiring high end chefs in businesses in Fiji is difficult because potential employees with those skills have migrated to Australia and NZ. NZ Government staff also indicated that the concern over skilled workers leaving Pacific countries had been emphasised by Pacific government officials during their interactions. Concerns over a potential or realised skill shortage in sending countries, even in relation to temporary migration, may negatively impact the usage of such visa pathways to Australia and NZ.

Sufficient skills and experience

Related to the issue of a skills shortage are also constraints on employees gaining sufficient skills and experience to meet the requirements of international employment. The stakeholders engaged in this study indicated that this constraint is industry specific. For example, an agriculture stakeholder indicated that there was no issue with the skills of workers coming from the Pacific, but a tourism stakeholder highlighted that there can be a mismatch between experience in resorts in the Pacific and expectations of staff in Australia. An additional factor highlighted by stakeholders was a preference among some industries, such as seafaring and hospitality, for workers who have previously had international experience and understood both overseas expectations but also how they can adapt to living in a different environment. This links to the demand-side issue of businesses being cautious of taking on an added social and professional integration role and associated staff welfare obligations with new employees.

Administrative factors

The administrative factors that may present constraints on the supply side relate to the administrative factors on the demand side, in that the main constraints are with meeting the eligibility requirements of visas. Two main constraints were raised by stakeholders during this study. Firstly, the availability of required testing centres for both language and skills tests were highlighted as restrictive as their limited availability places additional costs on the migrant. This is especially the case given that the Australian Government will not accept the online versions of the approved language tests for any level of English competency (see, for example, DHA 2022b). Secondly, it was also highlighted that in some places there may be issues with potential migrants obtaining documentation that is of a sufficient standard to meet the requirements of the Australian migration system.

Lack of associated support services

Many stakeholders highlighted that Pacific countries were not as attractive a recruitment region because Pacific countries have a lack of organised recruitment agencies and quality migration advisors in comparison to countries that have a much higher share of Australia and NZ's international labour market. Linked to the demand-side constraint of low knowledge about Pacific workers, stakeholders emphasised that other countries have been proactively promoting their workers through organised recruitment agencies. This has especially been the case with India, China, and the Philippines. For industries looking to hire international workers, utilising a reputable and organised recruitment agency minimises their perception of risk around investing in a new worker. Workers from the Pacific were more likely to have come through individual or family

network connections rather than an organised agency. Additionally, a high-level stakeholder indicated that there are not many quality migration advisors in the Pacific who can play an intermediary role in providing information on available visa pathways.

Specific visa constraints

In addition to the systemic constraints noted above, constraints for specific visas in each country were identified. These constraints are outlined in Table 21 for various Australian visas and Table 22 for NZ visas.

Table 21: Australian visa constraints

Visa	Subclass	Stream	Constraints
Business Innovation and Investment	188	<ul style="list-style-type: none"> Business Innovation Business Innovation Extension Investor Significant Investor Significant Investor Extension Premium Investor Entrepreneur 	<ul style="list-style-type: none"> All streams require an invitation to apply The Significant Investor stream requires an investment of at least AUD \$5 million, while the Premium Investor stream requires AUD \$15 million. These amounts are likely to be a significant barrier to most Pacific people
Temporary Work (Short Stay Specialist)	400	<ul style="list-style-type: none"> NA 	<ul style="list-style-type: none"> Meeting the bar of 'highly specialised skills that cannot be found in Australia' can be challenging
Temporary Activity	408	<ul style="list-style-type: none"> Special Program Religious Work Research Activities Invited for other social and cultural activity (Invited Participant) Sporting Activities Entertainment Activities Exchange Arrangements Domestic Work for Executives 	<ul style="list-style-type: none"> All 408 visas are highly specialised visas that are unlikely to be broadly applicable
Temporary Skill Shortage	482	<ul style="list-style-type: none"> Short-term Medium-term Labour Agreement 	<ul style="list-style-type: none"> Skills assessment requirement can pose challenges for Pacific people Restricted to occupations on the STSOL, MLTSSL, and ROL
Temporary Graduate	485	<ul style="list-style-type: none"> Graduate Work Post-Study Work 	<ul style="list-style-type: none"> Requires previous study in Australia, which is not common among Pacific people
Skilled Work Regional (Provisional)	491	<ul style="list-style-type: none"> Main Applicant 	<ul style="list-style-type: none"> Requires an invitation to apply The sponsorship/nomination requirement may prove challenging for Pacific people

Visa	Subclass	Stream	Constraints
			<ul style="list-style-type: none"> Restricted to occupations on the STSOL, MLTSSL, and ROL
Skilled Employer Sponsored Regional (Provisional)	494	<ul style="list-style-type: none"> Employer Sponsored Labour Agreement 	<ul style="list-style-type: none"> Skills assessment requirement can pose challenges for Pacific people The sponsorship/nomination requirement may prove challenging for Pacific people
Visitor	600	<ul style="list-style-type: none"> Business visitor 	<ul style="list-style-type: none"> Does not allow the holder to provide goods or services to Australia businesses or the public.

Table 22: NZ visa constraints

Visa	Constraints
Accredited Employer Work Visa	<ul style="list-style-type: none"> Employers must domestically advertise any role for at least 2 weeks within a 90-day period prior to apply for an international employment visa. Note: occupations on New Zealand's Green List or those paid more than double the median wage are exempt from this requirement. The time allowed on the visa is dependent on the migrant's wage. The visa will be valid for up to 3 years if the migrant is paid at or above the New Zealand median wage of NZD \$29.66 an hour, or for up to 2 years the migrant is paid below the median wage. For some industries this median wage is more than a domestic skilled graduate would ordinarily be paid.
Entertainers Work Visa	<ul style="list-style-type: none"> Specialised visa that is unlikely to be broadly applicable Restrictions on type of entertainment event that is eligible
Fishing Crew Visa	<ul style="list-style-type: none"> Specialised visa that is unlikely to be broadly applicable Restrictions on number of crew members that can be on this visa Applicants must have at least 12 months experience in a similar position Employer must cover all accommodation, living costs, and return costs.
Domestic Staff of a Diplomat Work Visa	<ul style="list-style-type: none"> Specialised visa that is unlikely to be broadly applicable Requires approval from MFAT Employer must cover all accommodation, living costs, and return costs.
Work Exchange Scheme Work Visa	<ul style="list-style-type: none"> Specialised visa that is unlikely to be broadly applicable Very limited schemes that are eligible for this visa
Religious Worker Work Visa	<ul style="list-style-type: none"> Specialised visa that is unlikely to be broadly applicable
Talent (Arts, Culture, Sports) Work Visa	<ul style="list-style-type: none"> Specialised visa that is unlikely to be broadly applicable
Specific Purpose Work Visa	<ul style="list-style-type: none"> Some of the eligible 'specific purposes' are unlikely to be broadly applicable

Visa	Constraints
Entrepreneur Work Visa	<ul style="list-style-type: none"> Requires a capital investment of at least NZD \$100,000. This is likely to be a significant barrier to most Pacific people
Business Visitor Visa	<ul style="list-style-type: none"> No exceptional constraints.
Arts and Music Festival Visitor Visa	<ul style="list-style-type: none"> Restrictions on type of entertainment event that is eligible
Post Study Work Visa	<ul style="list-style-type: none"> Can only apply once Requires previous study in New Zealand, and visa has varying conditions depending on the nature of this study
Short-term Entertainment Act Visitor Visa	<ul style="list-style-type: none"> Specialised visa that is unlikely to be broadly applicable Restrictions on type of entertainment event that is eligible or international promoter who is eligible to make use of the visa
Sports Event Visitor Visa	<ul style="list-style-type: none"> Specialised visa that is unlikely to be broadly applicable
Academic Visitor Visa	<ul style="list-style-type: none"> No exceptional constraints.
Student and Trainee Work Visa	<ul style="list-style-type: none"> Some specialised conditions that are unlikely to be broadly applicable — such as participation in an apprenticeship as a jockey.
Visiting Media Visitor Visa	<ul style="list-style-type: none"> Requires a letter of introduction from the New Zealand Trade and Enterprise or the New Zealand Tourism Board

7 Recommendations

Addressing constraints to Pacific utilisation of visas

There is demand for international workers throughout multiple industries across Australia and NZ. However, the ability of Pacific workers to fill this demand has been constrained. The constraints impacting the utilisation of different temporary visa pathways vary between system-level, industry-level, and visa specific. Hence, addressing these constraints would require measures aimed at multiple levels.

Addressing awareness

Stakeholders identified that low knowledge about the skills held by Pacific workers and how to engage them with employment visas is restricting the engagement of these workers. Industry stakeholders who discussed this issue emphasised that there is a role of peak bodies in Australia and NZ to link member businesses with government or non-government representatives who can provide information on the skills and visa options for Pacific workers. These types of engagements are important for building understanding in and relationships with industries. However, peak body representatives noted that such action would need to be proactively initiated by the representatives from the Pacific.

Changes to systems

The Australian Government has already begun addressing some of the constraints raised above through its revised Migration Strategy. This Strategy was only announced in April 2023 and full details on the changes to the migration system are not expected until late 2023. However, the acknowledgement of some of the constraints relating to administration and skills suggests that these are areas that may be improved during changes to the system. In particular, it is expected that the number of visa subclasses will be consolidated, the current skills assessment process will be reconsidered, and that changes will be made to the administrative systems to reduce processing times. These expected changes align with suggestions brought forward by industry stakeholders, who also had additional suggestions relating to changes to specific visas (like allowing Pacific workers to make use of working holiday visas) and increasing the visa processing hub locations in the Pacific.

The expected changes from the overhaul of the migration system may have flow-on effects for the level of investment costs required by businesses. A simplification of the visa processes and the corresponding reduction in investment costs may allow industries that are heavily populated with small and medium sized businesses to engage in hiring international workers.

The consolidation of visa types that the Australian Government is undertaking is already in place within the NZ system. The system-level constraints raised by stakeholders in this study were skewed towards Australia, although greater communication and clarification for migrants and industries around visa options was highlighted in both countries. Specifically relating to NZ, stakeholders highlighted that while the accreditation process is not too taxing, the AEWV should be decoupled from the median wage (even with the current exceptions). An additional stakeholder suggestion was to look at expanding the availability and knowledge of the APEC Business Travel

Card to other Pacific countries. Another stakeholder tempered this suggestion noting the level of effort required to implement and manage such a card system in light of the relatively low level of business visitors from the region using existing business visitor visa mechanisms.

Roles for industries and support services

In the context of the Australian Government updating its Migration Strategy and making changes to visa processes, there is currently an opportunity for industries to articulate the current problems they are facing with recruiting international workers and how the migration system could be improved to facilitate better engagement with international workers. Given the variation between the structure and challenges of different industries, it is of particular importance that industries facing skill shortages convey to the government how those shortages could best be addressed within their specific industry. Stakeholders highlighted that current constraints and competition for limited workers is detracting from the potential impact of collective action by industries as a whole.

There is also a role for establishing commercial or public migration support services in Pacific sending countries. Recruitment is the starting point for all employment visa pathways and the more formalised and reputable systems in place in other countries mean that those countries are capturing a high share of the potential work opportunities in Australia and NZ. The perception of risk and investment costs by businesses are key constraints and stakeholders highlighted that established services that provide recruitment activities are effective at addressing these constraints in relation to other countries.

Next steps

There are a range of actions that the PPIU could take to help address the constraints identified above. The recommendations presented below are aimed at either directly addressing some of these challenges, or encouraging government and industry actors to make some of the changes that stakeholders identified as crucial.

1. Engage closely with the Australian Government during the migration strategy consultation process.

The Australian Government will be consulting broadly on the overhaul in May and June 2023. Further details regarding the process are not yet available; however, the PPIU should be ready to make a submission if required, and could seek regular meetings with relevant Australian Government contacts during this period to understand the likely shape of the future system. This will ensure that the PPIU is well positioned to enact the following recommendation.

2. Put in place a plan for the promotion of Australian temporary work visas in the aftermath of the migration system overhaul.

The overhaul is likely to result in the modification of existing visa pathways and/or the creation of new pathways for Pacific people seeking temporary work in Australia. Linked to the above recommendation regarding engagement with the Australian Government, the PPIU should ensure that it is prepared to promote these changes to Pacific governments. The PPIU has the opportunity to help ensure a smooth transition to the new system and enable Pacific countries to take early advantage of any relevant changes.

3. Work with sector peak bodies to build awareness of opportunities for recruiting temporary Pacific workers.

Lack of awareness regarding the availability of Pacific workers was identified as a key constraint. The PPIU could seek to mitigate this by working with peak bodies from key sectors in Australia and NZ to promote hiring Pacific workers as an option to their member organisations. The data presented above suggests that there are several industries with the potential to make more use of Pacific workers. These include:

- **Mining (Australia)** — The number of temporary workers from the Pacific in this sector has fallen significantly over the past decade. There could be potential to reverse this trend.
- **Hospitality and retail (Australian and NZ)** — There are typically low numbers of Pacific workers in this sector in Australia and NZ. Given current staff shortages in both countries, hiring Pacific workers could be a useful stopgap solution.
- **Dairy (NZ)** — There are very few Pacific workers in the NZ dairy industry, despite severe staffing shortages. Stakeholders from the industry confirmed that using semi-skilled workers from the Pacific to address this could be possible given the availability of on-the-job training.

4. Explore the potential for expanding the remit of Labour Sending Units to provide advice regarding visa pathways outside PALM and the RSE.

This recommendation is aimed at addressing a set of intersecting challenges: the cost to businesses in Australia and NZ of finding suitable Pacific workers; the lack of awareness among Pacific people regarding temporary work options in Australia and NZ outside of PALM and the RSE; and the challenges that Pacific people face in gathering the required documentation for their visa application, including proof of English language skills and work experience. Labour Sending Units (LSUs) are established bodies within many Pacific governments, with staff well suited to providing relevant migration advice. The PPIU could initiate a consultation process with Pacific governments to explore the potential for LSUs to provide more wide-ranging support that would cut across visa pathways.

5. Continue engaging with Pacific governments regarding concerns about brain / skills drain.

Stakeholders consistently reiterated that Pacific governments are highly concerned with the potential for increased labour mobility to exacerbate the loss of skilled and semi-skilled workers to Australia and NZ. The PPIU could commission further research into ways of mitigating this issue, based on the desired approaches of Pacific governments and international best practice.

6. Advocate for further exploration of the DFAT Working Group's recommendations regarding an expanded role for the Australia Pacific Training Coalition and engagement with other regional training providers.

The DFAT Working Group recommended that the Australia Pacific Training Coalition (APTC) should:

help their graduates access labour mobility in relation to occupations that require their skills and experience via both the PLS and the TSS. APTC's new labour mobility strategy would spell out its role as a labour mobility intermediary for its eligible graduates through both pathways, with the direct-to-TSS pathway being

pursued via a variety of pilots undertaken with employers. (Howes and Curtain 2021: 15)

Further to this, the Working Group suggested that:

Other key Pacific training providers, including Pacific TAFE, and FNU [Fiji National University], should be made aware of Australian labour market opportunities for qualifications they provide, and relationships with them continued to be developed. Funding should be directed, where required, to counter risks of ‘brain drain’. (Howes and Curtain 2021: 15)

Supporting the enactment of these recommendations would assist with the challenges of skills recognition identified above.

7. Explore the potential of a Pacific version of the Asia Pacific Economic Cooperation Business Travel Card.

The APEC Business Travel Card makes it simpler for citizens of APEC countries to conduct short-term business travel within the APEC region (see [here](#) for more information). Cardholders are able to enter participating countries for short-term business travel of up to 60 or 90 days without applying for a further visa. The PPIU could commission a study that explores the feasibility of a similar card for the Pacific region should short term business visits become an increased requirement to facilitate trade in services. This would greatly reduce the administrative burden that currently faces Pacific businesspeople seeking to enter Australia (and to a lesser extent NZ — noting the process changes described in Table 6).

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Annexes

Annex 1: Stakeholder engagement methods and details

This table sets out the details of stakeholder consultations undertaken as part of the study.

Method	Purpose	Stakeholders	Total consultations
Scoping introductions	Organise access to data on the level and distribution of visa access by Pacific Island country in the past 5 years; understand the stakeholder landscape.	Australia: <ul style="list-style-type: none"> • DHA • Department of Foreign Affairs and Trade (DFAT) • Members from DFAT Working Group: Increasing Pacific Access to Australia's Temporary Skills Shortage Visa NZ: <ul style="list-style-type: none"> • MBIE • Ministry of Foreign Affairs and Trade (MFAT) 	5
KIs	Understand the views of key stakeholders regarding the KLEs.	Australian Government	1
		<ul style="list-style-type: none"> • DHA • DFAT NZ Government	2
		<ul style="list-style-type: none"> • MBIE • MFAT Industry	5
		Other <ul style="list-style-type: none"> • Australia Pacific Islands Business Council • New Zealand Pacific Business Council • Restaurant & Catering (Australia) • Australian Healthcare and Hospitals Association • Federated Farmers of New Zealand 	3
Total			14

Annex 2: STSOL by ANZSCO classification

This table presents the occupations that comprise the *Short-term Skilled Occupation List* (STSOL) divided into Sub-Major and Unit Groups. The number of different ANZSCO codes for each occupation are presented in the right-hand column, for example 'Financial Brokers' has 4 separate codes for Financial Brokers (nec), Insurance Broker, Finance Broker, and Commodities Trader.

Sub-Major Group and Unit Group	No. of Codes
Business, Human Resource and Marketing Professionals	27
Financial Brokers	4
Archivists, Curators and Records Managers	3
Financial Dealers	3
ICT Sales Professionals	3
Other Information and Organisation Professionals	2
Advertising and Marketing Professionals	2
Financial Investment Advisers and Managers	2
Technical Sales Representatives	1
Management and Organisation Analysts	1
Auditors, Company Secretaries and Corporate Treasurers	1
Librarians	1
Actuaries, Mathematicians and Statisticians	1
Public Relations Professionals	1
ICT Trainers	1
Human Resource Professionals	1
Engineering, ICT and Science Technicians	21
Medical Technicians	5
ICT Support Technicians	4
Science Technicians	4
Architectural, Building and Surveying Technicians	3
Other Building and Engineering Technicians	2
Primary Products Inspectors	2
Mechanical Engineering Draftspersons and Technicians	1
Specialist Managers	19
Other Specialist Managers	3
Production Managers	3
ICT Managers	2
Advertising, Public Relations and Sales Managers	2
Research and Development Managers	1
Health and Welfare Services Managers	1
Human Resource Managers	1
Corporate Services Managers	1
Finance Managers	1
Supply, Distribution and Procurement Managers	1
School Principals	1
Other Education Managers	1
Manufacturers	1
Health Professionals	18
Complementary Health Therapists	4

Sub-Major Group and Unit Group	No. of Codes
Pharmacists	3
Nurse Educators and Researchers	2
Other Health Diagnostic and Promotion Professionals	2
Nutrition Professionals	2
Dental Practitioners	1
Nurse Managers	1
Optometrists and Orthoptists	1
Occupational and Environmental Health Professionals	1
General Practitioners and Resident Medical Officers	1
Arts and Media Professionals	15
Film, Television, Radio and Stage Directors	6
Journalists and Other Writers	6
Photographers	1
Authors, and Book and Script Editors	1
Music Professionals	1
Other Technicians and Trades Workers	15
Performing Arts Technicians	4
Wood Machinists and Other Wood Trades Workers	3
Signwriters	1
Hairdressers	1
Jewellers	1
Printers	1
Clothing Trades Workers	1
Chemical, Gas, Petroleum and Power Generation Plant Operators	1
Upholsterers	1
Print Finishers and Screen Printers	1
Legal, Social and Welfare Professionals	12
Counsellors	6
Welfare, Recreation and Community Arts Workers	2
Social Professionals	2
Judicial and Other Legal Professionals	1
Psychologists	1
Health and Welfare Support Workers	11
Welfare Support Workers	5
Ambulance Officers and Paramedics	2
Massage Therapists	1
Dental Hygienists, Technicians and Therapists	1
Diversional Therapists	1
Enrolled and Mothercraft Nurses	1
ICT Professionals	10
ICT Support and Test Engineers	4
Computer Network Professionals	2
Database and Systems Administrators, and ICT Security Specialists	2
Multimedia Specialists and Web Developers	1
Software and Applications Programmers	1
Automotive and Engineering Trades Workers	9
Aircraft Maintenance Engineers	3

Sub-Major Group and Unit Group	No. of Codes
Vehicle Body Builders and Trimmers	2
Toolmakers and Engineering Patternmakers	1
Metal Casting, Forging and Finishing Trades Workers	1
Metal Fitters and Machinists	1
Precision Metal Trades Workers	1
Design, Engineering, Science and Transport Professionals	9
Fashion, Industrial and Jewellery Designers	3
Graphic and Web Designers, and Illustrators	3
Urban and Regional Planners	1
Interior Designers	1
Geologists, Geophysicists and Hydrogeologists	1
Sports and Personal Service Workers	8
Sports Coaches, Instructors and Officials	7
Sportspersons	1
Skilled Animal and Horticultural Workers	8
Gardeners	3
Animal Attendants and Trainers	2
Florists	1
Greenkeepers	1
Veterinary Nurses	1
Education Professionals	8
Private Tutors and Teachers	4
Education Advisers and Reviewers	1
Middle School Teachers	1
Teachers of English to Speakers of Other Languages	1
Primary School Teachers	1
Hospitality, Retail and Service Managers	7
Transport Services Managers	1
Call or Contact Centre and Customer Service Managers	1
Conference and Event Organisers	1
Other Hospitality, Retail and Service Managers	1
Cafe and Restaurant Managers	1
Other Accommodation and Hospitality Managers	1
Hotel and Motel Managers	1
Farmers and Farm Managers	5
Crop Farmers	3
Livestock Farmers	2
Food Trades Workers	4
Bakers and Pastrycooks	2
Cooks	1
Butchers and Smallgoods Makers	1
Electrotechnology and Telecommunications Trades Workers	3
Telecommunications Trades Workers	2
Electronics Trades Workers	1
Office Managers and Program Administrators	2
Contract, Program and Project Administrators	2
Sales Representatives and Agents	1

Sub-Major Group and Unit Group	No. of Codes
Insurance Agents	1
Construction Trades Workers	1
Roof Tilers	1
Sales Support Workers	1
Retail and Wool Buyers	1
Other Clerical and Administrative Workers	1
Insurance Investigators, Loss Adjusters and Risk Surveyors	1
Grand Total	215

Annex 3: MLTSSL by ANZSCO classification

This table presents the occupations that comprise the *Medium and Long-term Strategic Skills List* (MLTSSL) divided into Sub-Major and Unit Groups. The number of different ANZSCO codes for each occupation are presented in the right-hand column, for example 'Registered Nurses' has 14 separate codes for nurse practitioner, registered nurse (aged care), registered nurse (child and family health), registered nurse (community health), registered nurse (critical care and emergency), registered nurse (developmental disability), etc.

Sub-Major Group and Unit Group	No. of Codes
Health Professionals	60
Registered Nurses	14
Specialist Physicians	13
Surgeons	9
Other Medical Practitioners	8
Medical Imaging Professionals	4
Chiropractors and Osteopaths	2
Audiologists and Speech Pathologists \ Therapists	2
Podiatrists	1
General Practitioners and Resident Medical Officers	1
Psychiatrists	1
Midwives	1
Occupational Therapists	1
Physiotherapists	1
Optometrists and Orthoptists	1
Other Health Diagnostic and Promotion Professionals	1
Design, Engineering, Science and Transport Professionals	51
Life Scientists	8
Other Engineering Professionals	7
Civil Engineering Professionals	5
Other Natural and Physical Science Professionals	5
Industrial, Mechanical and Production Engineers	3
Surveyors and Spatial Scientists	3
Agricultural and Forestry Scientists	3
Environmental Scientists	3
Architects and Landscape Architects	2
Chemists, and Food and Wine Scientists	2
Chemical and Materials Engineers	2
Mining Engineers	2
Geologists, Geophysicists and Hydrogeologists	2
Veterinarians	1
Electrical Engineers	1
Electronics Engineers	1
Medical Laboratory Scientists	1
Automotive and Engineering Trades Workers	15
Metal Fitters and Machinists	4
Motor Mechanics	4
Structural Steel and Welding Trades Workers	3

Sub-Major Group and Unit Group	No. of Codes
Precision Metal Trades Workers	1
Sheetmetal Trades Workers	1
Automotive Electricians	1
Panel beaters	1
Construction Trades Workers	15
Plumbers	5
Carpenters and Joiners	3
Bricklayers and Stonemasons	2
Plasterers	2
Wall and Floor Tilers	1
Glaziers	1
Painting Trades Workers	1
Information and communications technology (ICT) Professionals	11
Software and Applications Programmers	4
Telecommunications Engineering Professionals	2
ICT Business and Systems Analysts	2
Multimedia Specialists and Web Developers	1
Computer Network Professionals	1
Database and Systems Administrators, and ICT Security Specialists	1
Business, Human Resource and Marketing Professionals	11
Accountants	3
Land Economists and Valuers	2
Actuaries, Mathematicians and Statisticians	2
Auditors, Company Secretaries and Corporate Treasurers	2
Management and Organisation Analysts	1
Economists	1
Specialist Managers	8
Health and Welfare Services Managers	3
Other Specialist Managers	2
Child Care Centre Managers	1
Construction Managers	1
Engineering Managers	1
Electrotechnology and Telecommunications Trades Workers	8
Electronics Trades Workers	3
Electricians	3
Airconditioning and Refrigeration Mechanics	1
Electrical Distribution Trades Workers	1
Engineering, ICT and Science Technicians	8
Telecommunications Technical Specialists	4
Civil Engineering Draftspersons and Technicians	2
Electrical Engineering Draftspersons and Technicians	2
Education Professionals	7
Special Education Teachers	4
University Lecturers and Tutors	1
Early Childhood (Pre-primary School) Teachers	1
Secondary School Teachers	1
Legal, Social and Welfare Professionals	7

Sub-Major Group and Unit Group	No. of Codes
Psychologists	4
Barristers	1
Solicitors	1
Social Workers	1
Arts and Media Professionals	4
Music Professionals	2
Actors, Dancers and Other Entertainers	1
Artistic Directors, and Media Producers and Presenters	1
Other Technicians and Trades Workers	3
Boat Builders and Shipwrights	2
Cabinetmakers	1
Sports and Personal Service Workers	2
Sportspersons	1
Sports Coaches, Instructors and Officials	1
Skilled Animal and Horticultural Workers	1
Animal Attendants and Trainers	1
Food Trades Workers	1
Chefs	1
Grand Total	212

Annex 4: Participant information sheet

Dear Research Participant,

You are invited to participate in a study commissioned by the Pacific Agreement on Closer Economic Relations (PACER) Plus Implementation Unit. This study provides an opportunity to understand the existing Mode 4, semi-skilled, and skilled visa pathways that workers from the Pacific can use to temporarily work in Australia and New Zealand, the demand for and supply of Pacific workers, and any particular challenges for the visa pathways being utilised. The purpose of the study is to analyse visa pathways outside the existing seasonal worker programmes.

What does participation in the research entail?

The study involves interviews with government staff, industry bodies, migration agents, and other relevant stakeholders. The interviews will be conducted by a team from an Australian-based research company, Sustineo (www.sustineo.com.au), led by Nicky Thatcher.

You are invited to participate in an individual interview, which will take about one hour and be facilitated by a member of the research team.

The interview will focus on questions relating to your experience with, and perspectives on, visa pathways from the Pacific to Australia and New Zealand, including:

- Your knowledge and/or experience with the existing pathways for temporary work visas in Australia or New Zealand.
- Your understanding of the demand for international workers in Australia or New Zealand and/or your specific industry.
- Your perspective on the challenges of facilitating Pacific workers to come to Australia or New Zealand.
- Your perspective on any ways to overcome these challenges.

Depending on your consent, the discussion/interview may be recorded.

Confidentiality

The information you provide us will be treated in a strictly confidential manner. Please know that whatever information you provide will never be used against you in any way. If what you share with us is quoted in the report, we will use a pseudonym so no one will be able to attribute the quote to you. In the case that you are comfortable having your name shared with your information, we will get in contact with you to show how you are being quoted prior to the finalisation of reports from the Study, to ensure you are comfortable.

Use of information and storage

The information collected from the interviews will be used to write a study report for the PACER Plus Implementation Unit. The report and information from the interviews may be used for online publications. Any information that you provide to us will be de-identified, unless agreed otherwise. All information will be stored in a secure password-protected computer.

Voluntary participation and withdrawal

While we would greatly appreciate your participation in this study, it is entirely voluntary and you may withdraw or decline to take part at any time. If you are uncomfortable with a question, you do not have to answer. You do not need to provide an explanation for your withdrawal and this will not result in any negative consequences for you. If you decide to withdraw from the study all data associated with your participation will be destroyed.

Thank you very much in advance for your participation in this study. If you require further information or have any concerns or questions about the study, please contact us using the following details:

Nicky Thatcher, Executive Director (Sustineo)

Email: nicky.thatcher@sustineo.com.au

Annex 5: Interview guide

Government

Introduction

1. Could you tell us a little about your role?

KLE 1

2. What are the main business visa pathways that overseas workers use to access Australia/NZ?
3. What are the main employment visa pathways that overseas workers use to access Australia/NZ?

KLE 2

4. Are there any Australian/NZ industries that rely on a few specific pathways?
5. Are there any Australian/NZ industries that use a wide range of pathways?

KLE 3

6. Which of the pathways above are most commonly used by Pacific workers?
7. Which are the main Pacific countries from which these workers come?
8. What industries are Pacific workers using these pathways employed in?

KLE4

9. What demand side factors prevent businesses in Australia/NZ employing Pacific workers?
10. What supply side factors prevent businesses in Australia/NZ employing Pacific workers?

KLE5

11. What actions could the Australian/NZ Government take to address these constraints?
12. What actions could Australian/NZ industry actors take to address demand side constraints?
13. What actions could Pacific governments take to address demand side constraints?

Industry

Introduction

1. Could you tell us a little about your role and the purpose of your organisation?
2. Does your organisation provide any advice or support for businesses in the industry to hire overseas workers?

KLE 1

3. What visa pathways do businesses in your industry use to employ overseas workers?
4. Which pathways are most common?

KLE 2

5. Are there specific types of business more likely to use overseas workers?

KLE 3

6. In your industry, is it common to employ workers from overseas?
7. Is it common to employ Pacific workers?
8. If yes, which are the main Pacific countries from which these workers come?
9. If yes, which pathways are most frequently used by Pacific workers?

KLE 4

10. What factors prevent businesses in your industry employing Pacific workers?

KLE 5

11. What actions could the government take to address these constraints?
12. What actions could industry actors take to address demand side constraints?

Annex 6: Supplementary Australian Visa Data

General use of the TSS visa

The below table presents the top countries whose workers are making use of the TSS visa in 2021-22.

Table 23: TSS visa approved applications by source country, 2021-22⁴⁶

Citizenship Country	Approved Primary Applications ⁴⁷	% of Primary Applications
India	8,933	27.86
United Kingdom	4,102	12.79
Philippines	2,995	9.34
Ireland, Republic of	1,386	4.32
China, Peoples Republic of (excl Special Administrative Regions)	1,076	3.36
South Africa	954	2.98
Malaysia	807	2.52
United States of America	772	2.41
Korea, South	717	2.24
Sri Lanka	710	2.21
Other	9,610	29.97
Total	32,062	100

⁴⁶ Data source: DHA 2023a.

⁴⁷ The primary applicant is the main working person applying for the visa; secondary applicants are accompanying family members.

Pacific use of the TSS visa

The below graphic presents the use of the TSS and its predecessor visa by country and by year.

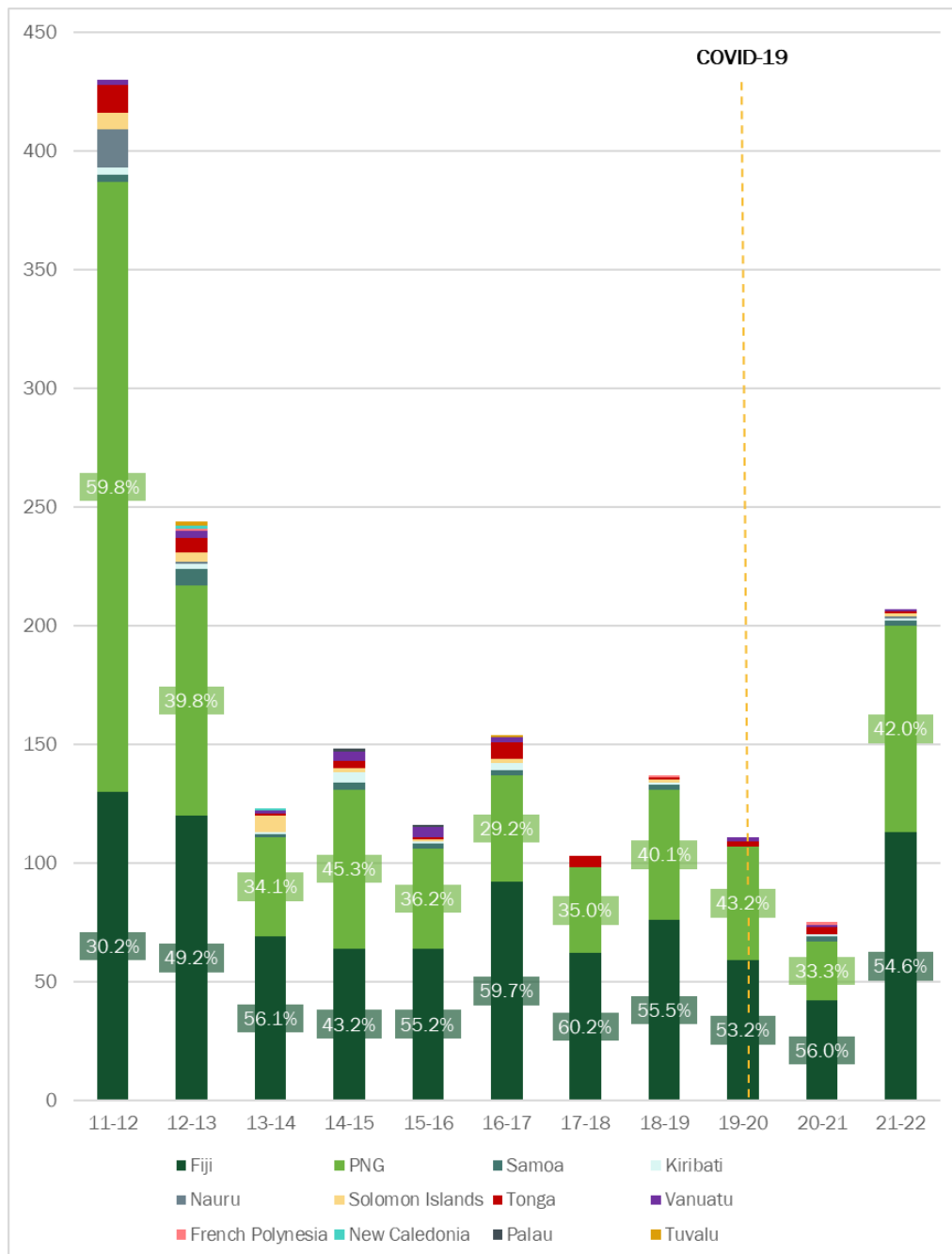


Figure 6: Temporary workers from Pacific countries, 2011-12 - 2021-22⁴⁸

⁴⁸ Data source: DHA 2023a.

TSS visa usage by industry

The below table presents the use of the TSS visa for all Pacific countries across the period disaggregated by industry. The industries are listed from most to least used.

Table 24: Sponsoring industries for Pacific workers on subclass 457 and 482 visas by year, 2011-12 — 2021-22⁴⁹

Sponsoring industry	11-12	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20	20-21	21-22	Total
Mining	216	61	25	31	20	11	<5	19	32	<10	55	482
Other Services	38	33	19	36	21	46	27	39	20	20	29	328
Professional, Scientific and Technical	12	7	6	9	6	14	11	18	15	9	67	174
Health Care and Social Assistance	28	20	9	21	14	15	15	7	13	14	12	168
Manufacturing	33	46	9	10	6	6	<5	11	7	<5	5	140
Retail Trade	12	10	8	6	12	18	11	19	5	<5	<5	107
Construction	14	9	<5	7	10	5	8	<5	<5	<5	7	74
Accommodation and Food Services	6	11	5	<5	9	8	<5	5	<5	<5	9	67
Education and Training	8	7	6	6	<5	8	5	<5	5	<5	<5	56
Transport Postal and Warehousing	10	13	7	<5	7	<5	<5	<5	<5	<5	<5	51
Information Media and Telecommunications	8	<5	<5	5	<5	5	<5	<5	<5	<5	9	42
Electricity, Gas, Water and Waste Services	6	5	5	0	<5	<5	5	<5	<5	0	<5	29
Agriculture, Forestry and Fishing	<5	<5	7	<5	<5	<5	<5	<5	<5	<5	<5	29
Financial and Insurance Services	6	<5	<5	0	<5	<5	<5	<5	0	0	<5	25
Not Specified	18	<5	<5	0	0	0	0	0	0	0	0	22
Wholesale Trade	5	<5	<5	<5	<5	<5	<5	<5	<5	<5	0	19
Public Administration and Safety	<5	<5	5	<5	0	<5	<5	<5	0	0	0	16
Rental, Hiring and Real Estate Services	<5	0	<5	<5	0	0	0	0	<5	0	0	8
Arts and Recreation Services	<5	<5	<5	0	0	<5	<5	0	0	<5	0	7
Administrative and Support Services	0	<5	0	<5	0	<5	0	<5	0	0	0	<5
Total	430	244	123	148	116	154	103	137	111	75	207	1,848

⁴⁹ Data source: DHA 2023a.

The below table demonstrates the breakdown of workers by industry as a percentage of each country's total number of workers.

Table 25: Share of sponsoring industries (%) for Pacific workers on subclass 457 and 482 visas by country, 2011-12 — 2021-22⁵⁰

Sponsoring industry	Fiji	French Polynesia	Kiribati	Nauru	New Caledonia	Palau	PNG	Samoa	Solomon Islands	Tonga	Tuvalu	Vanuatu	Total
Accommodation and Food Services	5.8	33.3	5.9	0.0	0.0	0.0	0.9	0.0	4.0	4.8	0.0	15.0	3.6
Administrative and Support Services	0.1	0.0	11.8	0.0	0.0	0.0	0.1	0.0	0.0	0.0	0.0	0.0	0.2
Agriculture, Forestry and Fishing	2.6	0.0	0.0	0.0	0.0	0.0	0.2	0.0	4.0	7.1	0.0	0.0	1.6
Arts and Recreation Services	0.7	0.0	0.0	0.0	0.0	0.0	0.1	0.0	0.0	0.0	0.0	0.0	0.4
Construction	4.0	0.0	0.0	0.0	50.0	0.0	4.0	0.0	8.0	4.8	0.0	5.0	4.0
Education and Training	4.6	0.0	0.0	0.0	0.0	0.0	1.2	0.0	12.0	0.0	0.0	10.0	3.0
Electricity, Gas, Water and Waste Services	1.8	0.0	0.0	0.0	0.0	0.0	1.4	4.2	0.0	2.4	0.0	0.0	1.6
Financial and Insurance Services	1.7	0.0	0.0	0.0	0.0	0.0	0.9	4.2	0.0	2.4	0.0	5.0	1.4
Health Care and Social Assistance	10.9	33.3	52.9	0.0	0.0	0.0	4.6	20.8	20.0	16.7	100.0	20.0	9.1
Information Media and Telecommunications	4.3	0.0	0.0	0.0	0.0	50.0	0.2	0.0	4.0	0.0	0.0	0.0	2.3
Manufacturing	12.7	33.3	0.0	5.6	0.0	50.0	2.6	4.2	4.0	2.4	0.0	0.0	7.6
Mining	2.4	0.0	0.0	5.6	50.0	0.0	56.8	8.3	4.0	2.4	0.0	0.0	26.1
Not Specified	0.4	0.0	0.0	83.3	0.0	0.0	0.4	0.0	0.0	0.0	0.0	0.0	1.2
Other Services	16.3	0.0	23.5	5.6	0.0	0.0	18.0	50.0	4.0	38.1	0.0	25.0	17.7
Professional, Scientific and Technical	14.9	0.0	0.0	0.0	0.0	0.0	4.2	8.3	12.0	4.8	0.0	0.0	9.4

⁵⁰ Data source: DHA 2023a.

Sponsoring industry	Fiji	French Polynesia	Kiribati	Nauru	New Caledonia	Palau	PNG	Samoa	Solomon Islands	Tonga	Tuvalu	Vanuatu	Total
Public Administration and Safety	1.0	0.0	0.0	0.0	0.0	0.0	0.5	0.0	4.0	4.8	0.0	0.0	0.9
Rental, Hiring and Real Estate Services	0.2	0.0	0.0	0.0	0.0	0.0	0.5	0.0	0.0	4.8	0.0	0.0	0.4
Retail Trade	11.1	0.0	0.0	0.0	0.0	0.0	0.6	0.0	8.0	2.4	0.0	0.0	5.8
Transport Postal and Warehousing	2.8	0.0	5.9	0.0	0.0	0.0	2.2	0.0	12.0	2.4	0.0	15.0	2.8
Wholesale Trade	1.7	0.0	0.0	0.0	0.0	0.0	0.4	0.0	0.0	0.0	0.0	5.0	1.0
Total	100	100	100	100	100	100	100	100	100	100	100	100	100

Demographics of TSS workers

The table presents the age groups for all Pacific workers across different years.

Table 26: Share of age groups (%) for Pacific workers on subclass 457 and 482 visas by year, 2011-12 — 2021-22⁵¹

Age group	11-12	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20	20-21	21-22	Total
18 - 19	0.0	0.0	0.0	0.0	0.0	0.0	1.0	0.0	0.0	0.0	0.0	0.1
20 - 24	4.0	7.4	3.3	5.4	6.0	5.2	1.9	1.5	4.5	4.0	3.4	4.4
25 - 29	19.3	22.1	15.4	18.2	20.7	25.3	17.5	29.2	18.9	10.7	27.1	21.0
30 - 34	29.5	24.2	26.8	18.9	26.7	29.2	31.1	28.5	31.5	28.0	27.1	27.4
35 - 39	20.0	18.0	27.6	18.9	17.2	16.9	16.5	19.0	21.6	33.3	20.3	20.1
40 - 44	14.9	15.6	13.0	21.6	22.4	7.8	10.7	10.9	15.3	8.0	12.6	14.2
45 - 49	8.4	4.9	7.3	9.5	2.6	7.1	11.7	5.8	2.7	9.3	4.8	6.8
50 - 54	2.8	3.7	4.1	2.0	3.4	3.2	5.8	4.4	4.5	2.7	2.9	3.4
55 - 59	0.7	2.9	0.8	4.1	0.9	2.6	1.0	0.0	0.9	2.7	1.0	1.5
60 - 64	0.5	1.2	1.6	1.4	0.0	1.9	1.9	0.7	0.0	1.3	1.0	1.0
65 +	0.0	0.0	0.0	0.0	0.0	0.6	1.0	0.0	0.0	0.0	0.0	0.1
Total	100	100	100	100	100	100	100	100	100	100	100	100

⁵¹ Data source: DHA 2023a.

Annex 7: Supplementary New Zealand Visa Data

General use of the AEWV visa

This table presents the overall usage of the AEWV visa and its predecessor visas by Pacific workers across the relevant period.

Table 27: AEWV and preceding visas granted to Pacific countries, by share of visa type (%) 2013 - 2022⁵²

Visa	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Essential Skills	95.2	96.8	96.9	95.4	90.6	81.7	81.5	92.1	84.1	34.9
AEWV	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	60.1
Talent	3.3	2.8	2.5	3.9	8.5	16.0	17.1	5.2	13.6	4.5
LTSSLO	1.2	0.3	0.5	0.7	0.9	2.4	1.4	2.7	2.3	0.5
Silver Fern	0.3	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

⁵² Data source: MBIE 2023b.

The below figure presents the division of AEWV visas between different Pacific countries across the relevant period.

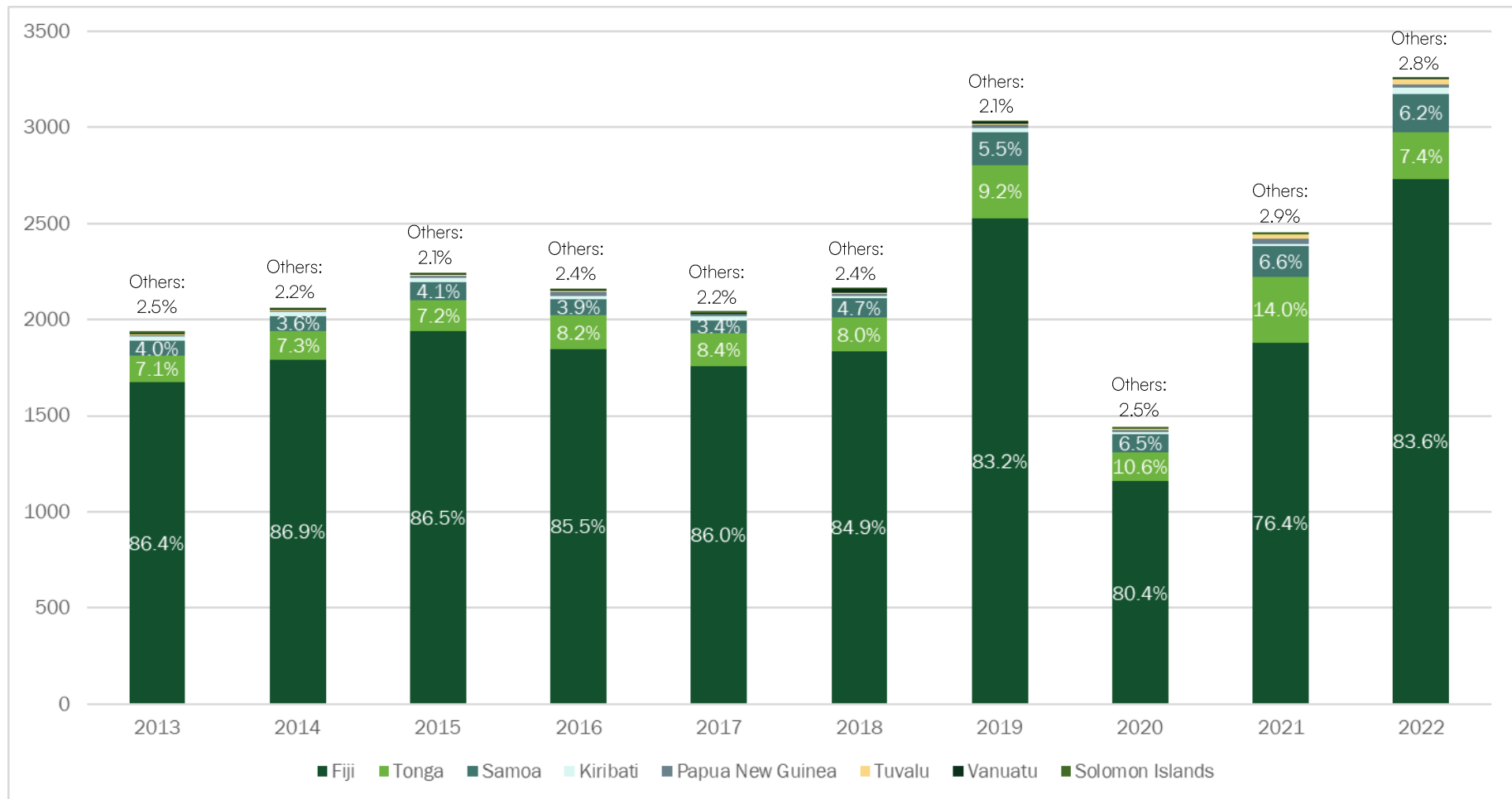


Figure 7: Pacific workers granted AEWV and preceding visas, by country, 2013 – 2022⁵³

⁵³ Data source: MBIE 2023b.

The below table presents the number of AEWV and predecessor visas disaggregated by country and the specific predecessor visas.

Table 28: AEWV and preceding visas granted to Pacific workers, 2013 – 2022⁵⁴

Country	Visa	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Fiji	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	1,749	1,749
	Essential Skills	1,608	1,734	1,887	1,749	1,575	1,473	2,019	1,053	1,527	831	15,456
	Talent (Accredited Employer)	36	48	45	84	165	315	471	69	297	135	1,665
	LTSSLO	<25	<10	9	12	18	48	36	36	54	15	258
	Silver Fern	<10	<5	0	0	0	0	0	0	0	0	9
	<i>Subtotal</i>		1,674	1,791	1,941	1,845	1,758	1,836	2,526	1,158	1,878	2,730
Kiribati	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	15	15
	Essential Skills	24	24	15	18	21	9	<15	9	<10	15	156
	Talent (Accredited Employer)	0	0	6	0	0	0	<10	0	<5	0	15
	<i>Subtotal</i>		24	24	21	18	21	9	21	9	9	30
PNG	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	<5	<5
	Essential Skills	0	0	<10	21	6	9	15	15	21	<10	102
	Talent (Accredited Employer)	<5	<5	0	0	6	6	6	0	9	9	42
	LTSSLO	0	0	<5	0	0	0	0	0	0	0	<5
	<i>Subtotal</i>		<5	<5	9	21	12	15	21	15	30	21
Samoa	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	117	117
	Essential Skills	72	75	87	<85	69	102	<160	93	156	84	978
	Talent (Accredited Employer)	6	0	6	0	0	0	6	0	6	0	24
	LTSSLO	0	0	0	<5	0	0	<5	0	0	0	6

⁵⁴ Data source: MBIE 2023b.

Country	Visa	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
	<i>Subtotal</i>	78	75	93	84	69	102	168	93	162	201	1,125
Solomon Islands	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	<10	<10
	Essential Skills	<10	<5	6	<5	<5	<5	6	6	12	<5	<55
	Talent (Accredited Employer)	<5	0	0	0	<5	0	0	0	0	0	6
	<i>Subtotal</i>	9	<5	6	<5	6	<5	6	6	12	9	63
Tonga	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	60	60
	Essential Skills	123	144	162	177	171	150	249	<145	<330	<180	1,827
	Talent (Accredited Employer)	15	6	0	0	0	<251	<30	6	15	<5	93
	LTSSLO	0	0	0	0	0	<5	<5	<5	<5	0	12
	<i>Subtotal</i>	138	150	162	177	171	174	279	153	345	243	1,992
Tuvalu	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	9	9
	Essential Skills	9	9	6	<5	0	<5	<5	<5	18	18	72
	<i>Subtotal</i>	9	9	6	<5	0	<5	<5	<5	18	27	81
Vanuatu	Accredited Employer	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	<5	<5
	Essential Skills	<5	6	6	6	6	<20	<10	<5	0	0	57
	Talent (Accredited Employer)	0	0	0	0	0	<5	<5	0	<5	0	<10
	<i>Subtotal</i>	<5	6	6	6	6	21	12	<5	<5	<5	69
Total		1,938	2,061	2,244	2,157	2,043	2,163	3,036	1,440	2,457	3,264	22,803

Use of the AEWV by industry

The below table presents the occupations linked to AEWV visas (and its predecessor visas) between 2013 and 2022.

Table 29: Pacific workers granted AEWVs and preceding visas by Occupation Sub Major Group and year, 2013 - 2022⁵⁵

Occupation Sub-Major Group	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Road and Rail Drivers	291	288	243	282	282	273	294	132	186	63	2,334
Automotive and Engineering Trades Workers	219	213	258	252	213	243	312	120	234	150	2,214
Farm, Forestry and Garden Workers	117	144	204	192	240	243	432	192	288	57	2,109
Construction Trades Workers	105	135	168	183	216	213	312	132	213	174	1,851
Carers and Aides	195	231	246	189	114	114	192	156	153	51	1,641
Factory Process Workers	84	87	129	111	93	105	171	87	339	234	1,440
Electrotechnology and Telecommunications Trades Workers	114	102	114	174	141	213	237	87	141	78	1,401
Food Trades Workers	90	108	132	117	105	87	123	93	102	48	1,005
Other Technicians and Trades Workers	81	69	78	81	72	69	81	36	69	51	687
Construction and Mining Labourers	33	36	33	39	69	69	147	63	102	66	657
Mobile Plant Operators	24	39	39	42	60	96	90	33	69	18	510
Farmers and Farm Managers	81	93	99	54	36	15	30	30	48	21	507
Machine and Stationary Plant Operators	63	51	66	60	51	45	60	24	42	27	489
Hospitality, Retail and Service Managers	63	54	54	48	48	36	27	18	60	15	423
Other	351	384	363	303	294	330	432	231	387	192	3,267
Not recorded	27	27	18	30	9	12	96	6	24	2,019	2,268
Total	1,938	2,061	2,244	2,157	2,043	2,163	3,036	1,440	2,457	3,264	22,803

⁵⁵ Data source: MBIE 2023b.

The below table presents the AEWV and predecessor visas granted as a percentage breakdown of workers by industry as a percentage of their countries' total workers on the AEWV or predecessor.

Table 30: Pacific workers granted AEWVs and preceding visas by share of top ten Occupation Sub-Major Groups for each country, 2013 - 2022⁵⁶

Occupation Sub-Major Group	Fiji	Tonga	Samoa	Kiribati	PNG	Tuvalu	Vanuatu	Solomon Islands	Total
Automotive and Engineering Trades Workers	14.9	3.1	6.3	2.6	15.4	6.3	0.0	0.0	13.1
Carers and Aides	10.3	5.6	3.0	48.7	11.5	31.3	0.0	0.0	9.7
Construction and Mining Labourers	1.7	14.6	20.1	0.0	11.5	0.0	17.6	0.0	3.9
Construction Trades Workers	9.3	20.6	24.2	7.7	0.0	0.0	0.0	0.0	11.0
Electrotechnology and Telecommunications Trades Workers	9.2	5.6	0.4	0.0	0.0	12.5	0.0	0.0	8.3
Factory Process Workers	5.7	25.4	25.7	2.6	0.0	31.3	0.0	22.2	8.5
Farm, Forestry and Garden Workers	12.7	11.5	5.6	20.5	38.5	12.5	35.3	44.4	12.5
Farmers and Farm Managers	3.3	1.1	0.7	0.0	11.5	0.0	5.9	11.1	3.0
Food Trades Workers	6.5	2.2	4.8	0.0	0.0	0.0	17.6	11.1	6.0
Machine and Stationary Plant Operators	2.7	3.7	4.5	2.6	3.8	6.3	5.9	0.0	2.9
Mobile Plant Operators	2.9	4.3	0.7	12.8	0.0	0.0	17.6	0.0	3.0
Other Technicians and Trades Workers	4.7	0.2	0.7	0.0	7.7	0.0	0.0	11.1	4.1
Road and Rail Drivers	16.1	2.2	3.3	2.6	0.0	0.0	0.0	0.0	13.9
Total	100	100	100	100	100	100	100	100	100

⁵⁶ Data source: MBIE 2023b.

Demographics of AEWV visa holders

The following table shows the age groups of temporary Pacific workers by year.

Table 31: Share of age groups of Pacific workers granted AEWVs and preceding visas by year, 2013 - 2022⁵⁷

Age Group	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
0-19	0.5	1.4	1.9	1.2	1.3	1.2	1.6	1.7	1.1	1.5	1.3
20-29	27.8	30.5	30.1	29.2	28.9	28.3	28.5	27.7	26.5	30.3	28.9
30-39	34.7	35.2	38.6	38.8	38.7	41.5	41.1	41.9	40.0	41.4	39.4
40-49	25.8	23.8	20.5	21.5	22.8	21.0	20.0	21.7	23.4	20.6	21.9
50-59	9.6	9.0	8.2	8.3	7.2	7.5	7.7	6.2	7.2	5.1	7.5
60-64	1.4	0.2	0.5	0.7	0.9	0.5	1.0	0.9	1.5	1.1	0.9
65+	0.2	0.0	0.1	0.3	0.1	0.0	0.1	0.0	0.4	0.0	0.1
Total	100	100	100	100	100	100	100	100	100	100	100

⁵⁷ The difference in totals to the earlier occupation tables (22,803 vs 22,707) is due to the different datasets using random rounding to base 3. See https://mbienz.shinyapps.io/migration_data_explorer/ for more detail. Data source: MBIE 2023b.

This table presents the gender of applicants receiving AEWV or predecessor visas each year over the period 2013 to 2022.

Table 32: Gender of Pacific workers granted AEWVs and preceding visas by year, 2013 - 2022⁵⁸

Year	Female		Male		Not recorded		Total	
	%	No.	%	No.	%	No.	%	No.
2013	21.4	408	78.6	1,500	0	0	100.0	1,908
2014	22.6	447	77.4	1,530	0	0	100.0	1,977
2015	19.0	420	81.0	1,785	0	0	100.0	2,205
2016	19.0	411	81.0	1,755	0	0	100.0	2,166
2017	14.7	300	85.3	1,737	0	0	100.0	2,037
2018	15.9	351	84.0	1,860	0.01	<5	100.0	2,214
2019	15.7	477	84.3	2,562	0	0	100.0	3,039
2020	20.9	294	79.1	1,116	0	0	100.0	1,410
2021	17.5	429	82.5	2,019	0	0	100.0	2,448
2022	19.4	642	80.6	2,661	0	0	100.0	3,303
Total	18.4	4,179	81.6	18,525	0.01	<5	100.0	22,707

⁵⁸ Data source: MBIE 2023b.

Other visa categories

This following table presents the breakdown of other employment visa categories by year.

Table 33: Other visas used by Pacific people by year, 2013 — 2022⁵⁹

Visa	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total
Specific Purpose	174	216	288	354	303	348	276	78	30	180	2,247
Post-study	285	213	216	261	228	234	297	150	111	156	2,151
Religious Worker	186	159	156	123	90	129	105	45	33	69	1,095
Entertainer	<5	6	27	27	6	39	36	<5	0	24	171
Fishing Crew	12	9	18	12	15	18	45	24	0	6	159
Talent — Arts, Culture and Sports	<5	0	6	<5	6	9	<10	<5	6	9	54
Student and Trainee	<5	<5	0	9	0	0	<5	0	0	0	18
Entrepreneur	0	<5	0	<5	0	0	0	0	0	0	6
Total	666	609	711	792	648	777	771	303	180	444	5,901

⁵⁹ Data source: MBIE 2023b.

Annex 8: List of DAMAs

DAMA	State / Territory	Website
Orana	New South Wales	Regional Development Australia - Orana, NSW
Northern Territory	Northern Territory	Northern Territory Designated Area Migration Agreement
Far North Queensland	Queensland	Cairns Chamber of Commerce
Townsville	Queensland	Townsville Enterprise Limited
Adelaide City Technology and Innovation Advancement	South Australia	Skilled & Business Migration
South Australia Regional	South Australia	Skilled & Business Migration
Goulburn Valley	Victoria	Goulburn Valley
Great South Coast	Victoria	Warrnambool City Council
East Kimberley	Western Australia	East Kimberley Chamber of Commerce and Industry
Pilbara	Western Australia	RDA Pilbara
South West	Western Australia	Shire of Dardanup
The Goldfields	Western Australia	City of Kalgoorlie Boulder