

In Confidence

Office of the Minister of Education

Chair, Cabinet Social Wellbeing Committee

Towards a future-focused, learner-centred Education Workforce Strategy to 2032

Proposal

- 1 This paper seeks Cabinet's agreement to the scope and approach for developing a comprehensive Education Workforce Strategy in partnership with the sector, which will encompass early learning, primary and secondary education and learning support, in both Māori-medium and English-medium settings.

Executive Summary

- 2 As set out in my Education Portfolio Work Programme [Cab-18-MIN-0024 refers], I will be developing a future-focused Education Workforce Strategy (the Strategy), in partnership with the sector.
- 3 There is increasing pressure on teacher supply in certain locations, subjects and parts of the sector. This includes the Auckland region and in specific subjects like te reo Māori, science, technology and mathematics. Tightening supply conditions are being exacerbated by falling initial teacher education (ITE) enrolments and concerns over the ageing teaching workforce and growth in student numbers.
- 4 Quality teaching is the strongest in-school influence on children and young people's learning. Participation in quality early learning has also been linked to a range of positive outcomes. I want to ensure that the pressure on supply does not impact on the quality of our education system or the status of the teaching profession. As such, the Strategy will reflect this Government's drive to raise the status of the education profession, restore their trust and confidence and ensure they have the time to focus on teaching and learning.
- 5 In developing the Strategy, we will work with the profession to:
 - 5.1 ensure that we attract, recruit, retain and develop the diverse, skilled and motivated teachers, leaders, and specialists needed for all learners to achieve success
 - 5.2 support high quality teaching and leadership that address the concerns with knowledge, attitudes and practices that are associated with inequities in our system for Māori and Pasifika learners, children and young people from low socio-economic backgrounds, and those with learning support needs, and
 - 5.3 understand the unique differences in requirements and approach across Māori-medium and English-medium settings.
- 6 The Strategy will be comprehensive in scope, including the wider workforce across early learning, primary and secondary education, the learning support workforce, both Māori-medium and English-medium, and with a focus on Māori language learning in all settings.

- 7 A high-level Strategy document will be completed by December 2018, articulating a united vision for our future state and mapping the system shifts that need to happen. This will be informed by the Education Summit and other reviews underway as part of the Education Portfolio Work Programme.
- 8 An action plan, to be completed by April 2019, will set out how the Government and the education sector will work together to deliver on the Strategy. This plan will be reviewed annually to ensure that the Strategy and its implementation continues to be aligned to the evidence of what works, and is updated as evidence changes and new practices emerge.

Background

- 9 In December 2017, I reported to Cabinet on my first steps in implementing a comprehensive teacher supply programme [Cab-17-MIN-0535 refers]. That package was targeted at the immediate and urgent pressures that principals are facing in recruiting the staff they need for the 2018 and 2019 school years, particularly in Auckland.
- 10 In February 2018, Cabinet agreed to our Education Portfolio Work Programme, setting out the Government's objectives for the education portfolio [Cab-18-MIN-0024 refers]. The Government's vision for education is:
 - 10.1 *Learners at the Centre*: Placing learners at the centre of the education system with a much greater focus on personalised learning, strong foundations and lifelong learning, the recognition and celebration of diversity, and a focus on learning environments that are culturally and socially responsive.
 - 10.2 *Barrier-free access*: Breaking down the barriers to participation at all levels, with a particular focus on breaking down financial barriers by returning to the principle of a free public education that is available to all New Zealanders throughout their lives. Barrier-free access is not just about breaking down barriers, but also about actively giving all learners the same opportunities to succeed regardless of their socio-economic background.
 - 10.3 *Quality teaching*: Championing quality teaching and the importance of a respected teaching profession at all levels of the system.
 - 10.4 *Quality inclusive public education*: Investing in and backing our world-class public education system for all students.
 - 10.5 *21st century learning*: Focusing on learning that is relevant to the lives that New Zealanders are living today, the technology they interact with, and the types of skills that will provide them with the opportunities to thrive in all aspects of their lives. We also need to consider whether there are practical life skills that are not currently being taught within schools but should be.
- 11 To meet these objectives, we need highly skilled and motivated teachers, leaders, specialists and support staff. Cabinet has agreed to develop a future-focused Education Workforce Strategy, which will ensure we have a high quality education workforce, including solutions for Māori language learning, proposals for establishing the Education Advisory Service and the College for Educational Leadership and a joint taskforce to reduce the amount of compliance-focused paper work.

Need for an Education Workforce Strategy

- 12 Quality teaching is the strongest in-school influence on learning. In addition, learner participation in quality early learning has been linked to a range of positive cognitive, educational, relational and life course outcomes.
- 13 Our system needs to attract the very best teachers into the profession. To do so, teaching needs to be positioned as a highly-regarded, enjoyable and rewarding career. We need to ensure that teachers feel valued and supported, and have opportunities to grow their capability throughout their careers, collaborate and share their knowledge and expertise with their colleagues. New Zealand teachers continue to be highly regarded internationally, and I want to make sure that our education system retains teachers and attract teachers back to New Zealand.
- 14 We also recognise the importance of the wider education workforce in achieving the best outcomes for all learners, and the critical role played by people including guidance counsellors, teacher aides and those providing specialist learning support. The Strategy will need to include people in these roles as well as teachers, particularly those roles that work with learners with learning support needs.
- 15 The Strategy will need to cover both schooling and early learning to ensure that we are achieving our vision for the workforce across the system. The early learning sector workforce comprises qualified teachers as well as educators, parents and whānau who may not have a teaching qualification. Government levers to influence this sector are different to those for the schooling sector, and current funding settings, together with the extent of private provision may limit our opportunities to influence supply issues.
- 16 We need to address ongoing challenges in the education workforce. These include increasing workload which impacts the time teachers and leaders have to focus on actually teaching. We need to be clearer about the unique role that registered teachers have in our system to better understand the other roles that can support teaching and learning as well as the skills, knowledge and capabilities needed for those different roles. The teaching workforce is also ageing, we need to ensure that we are making the most of the knowledge and experience these teachers can still have in the classroom and for the profession.
- 17 The Strategy will consider ways to help educators manage the increasing expectations they face. This requires teachers to have knowledge and strategies to effectively teach an increasingly diverse population of children and young people, including people with disabilities. This is particularly the case as our education system strives for greater inclusiveness, with greater expectations that learning will be personalised, while also responding to wider Government policy changes that broaden what teachers are expected to do, such as the Vulnerable Children's Act 2014.
- 18 The workforce has recently cycled between over- and under-supply of teachers, which impacts on the positions available to new graduate teachers and their experience as they enter the teaching workforce.
- 19 Exacerbating the concerns over teacher supply are trends relating to the ageing teaching workforce, increase in roll-growth and fall in ITE numbers.
 - 19.1 As with New Zealand's workforce as a whole, the teaching workforce is getting older – 20% of teachers are now over 60 years of age and a further 22% are aged 50-59. However, these teachers are staying longer in the workforce; statistics show

that the average age of a teacher is increasing: from 44.6 years in 2007 to 46.7 in 2017.

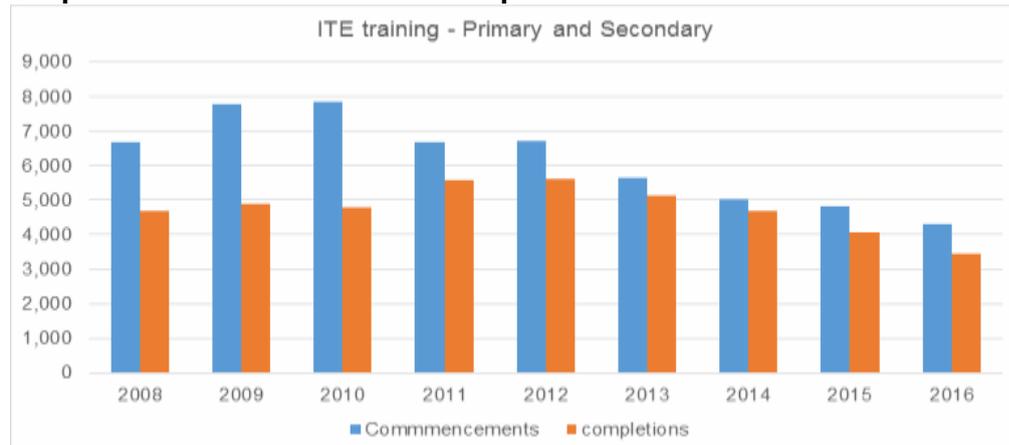
Graph one: Teacher demographics



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19.2 The number of ITE completions has fallen to 3,665 in 2016 from a peak of 5,875 in 2012.

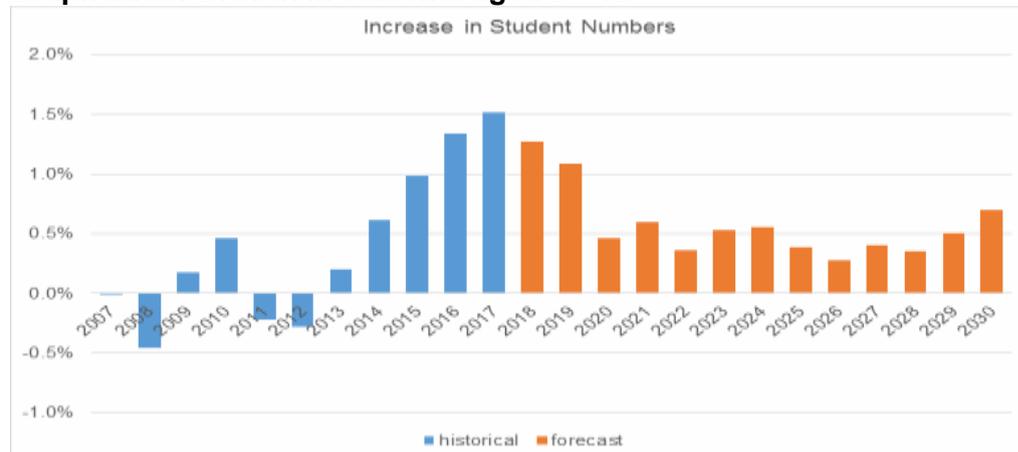
Graph two: ITE enrolment and completion



Note: includes early learning, primary and secondary. Completions do not relate directly to enrolment year

19.3 Supply pressure driven by roll growth is likely to continue to grow in the primary sector next year, before moving into the secondary sector from 2019.

Graph three: Growth in students aged 5 – 18



- 20 Data about teachers and teaching is held across different education agencies in data sets that are not all linked effectively. This hampers the monitoring and planning required to achieve more balance between teacher supply and demand. Those agencies are working to develop more comprehensive and high quality data about the education workforce, including the early learning workforce, which will enable the planning required to ensure that supply better matches demand.
- 21 We need an education system and workforce that can adapt to the needs of the modern world. We need to ensure that our education system prepares children and young people to participate, create and thrive in this fast-evolving digital world. Digital technologies can be useful in supporting teaching and learning and engaging children and young people, when they are supported by quality teaching practices. There is also potential for such technologies to ease teacher workload, including by reducing compliance-based work.
- 22 We need diverse, highly skilled and motivated teachers, leaders, and subject and support specialists to meet our goal of delivering more personalised education and ensuring that all learners have the skills, knowledge and capabilities they need to achieve success in the public education system and to engage successfully in New Zealand society, the economy, and as global citizens.

Developing a future-focused, learner-centred Education Workforce Strategy to 2032

- 23 I intend to develop the Education Workforce Strategy in partnership with professionals across the education sector. To be successful, it will also need to be widely welcomed and supported by the education sector, learners, and parents, whānau and iwi, and disabled people, and be backed up by a learning cycle of action planning, and implementation. It will also reflect the need for engagement with industry, business, parents and community.
- 24 The Strategy will be comprehensive in scope, including the wider workforce across early learning, primary and secondary education, learning support, both Māori-medium and English-medium settings, and with a focus on Māori language learning in all settings.
- 25 This Strategy will also contribute to this Government's commitment to strengthen te reo Māori across the education system, including through greater access to te reo Māori language learning for teachers, children and young people. In addition, the Māori-medium sector is a part of our public system that delivers well for Māori children and young people. We will draw on and integrate this expertise across the Strategy to guide and challenge our system to do more and act differently.
- 26 I see the Strategy covering a number of areas:
- 26.1 Developing, with the sector, a common understanding of the workforce contribution to this Government's vision for education, including commitments to strengthen te reo Māori across the education system and ensuring that teaching meets the needs of all learners through inclusive practice.
- 26.2 Attracting, recruiting and retaining a diverse and high quality workforce that is skilled, effective and flexible, to ensure that every learner achieves education success within the public system. This will include work to lift workforce capability and capacity to deliver quality teaching and leadership for all learners, including through the quality of ITE and professional learning and development (PLD).

- 26.3 Addressing existing issues, such as fluctuations in supply and demand. This will build on the teacher supply package that I announced in December.
- 26.4 Addressing the impact of technology on early learning, classroom teaching and in-school practices so that the system is well placed to take advantage of technological changes in ways that are efficient and effective.
- 26.5 Minimising compliance-focused workload to ensure that teachers have the time to focus on teaching and learning.

Early initiatives that will contribute to the Education Workforce Strategy

Ensuring teachers have the time to teach

- 27 Teachers enter the profession to support the learning and development of children and young people – that is at the heart of what they do, and where they make the biggest difference. However, a number of recent reports have signalled that compliance tasks are increasingly taking teachers' time away from learning and teaching. The sector has also expressed these concerns to me.
- 28 For this reason I have asked the Ministry to set up a joint sector compliance taskforce to respond to these concerns and to recommend how we can 'clear the clutter' so that principals and teachers can better concentrate on their core teaching and learning activities and deliver the best possible outcomes for children and students.
- 29 The purpose of this taskforce is to identify and assess compliance and administration tasks generated by external Government agencies – including the Ministry of Education. Assessment tasks are out of scope due to related reviews underway, such as the NCEA review. The taskforce will look for those tasks that are unnecessary, overly complex, or duplicative with the aim of redesigning processes and reducing tasks, thereby reducing the burden of compliance and administration on principals and teachers within state and state-integrated schools and kura.
- 30 The joint taskforce will report back to me in September 2018. It will also work alongside the development of the Strategy.

Lifting the status of the profession

- 31 We want to attract the very best teachers into the profession by ensuring that teaching is a highly-regarded, enjoyable and rewarding career. This includes ensuring that teachers have access to high quality PLD to grow their own capability throughout their careers, and have the opportunity to share their knowledge and expertise with their colleagues.
- 32 To support strengthened teacher leadership and collaboration, I intend to establish an Education Advisory Service which will share best-practice, act as mentors and advisors to teachers throughout New Zealand, and oversee all centrally-funded PLD.
- 33 We also recognise the importance of high quality educational leadership in supporting high quality teaching practice. I intend to establish a College of Educational Leadership with the power to set minimum qualifications for those applying for leadership positions and ensure that quality PLD is available for all new and existing educational leaders.

- 34 Both the Education Advisory Service and the College of Educational Leadership will have the power to second excellent teachers and leaders to act as mentors and trainers. This will provide opportunities for our most dynamic, creative teachers and leaders to share their knowledge and expertise with others to achieve the best results for our children.
- 35 As you know, I am testing the views of the profession on where in the system the College of Educational Leadership should be located. Following that consultation, I will make further decisions relating to both the Education Advisory Service and the College of Educational Leadership as part of my Education Workforce Strategy. These decisions will also be relevant to the review of Tomorrow's Schools, which will be considering the environment in which schools operate and the roles of different organisations in the system in supporting schools. I will report back to Cabinet with further details about the Education Advisory Service and College of Educational Leadership later this year.
- 36 There are differences in the way in which PLD is organised in the early learning sector compared to schools. It is my intention that the Education Advisory Service and College of Educational Leadership will support both schools and early childhood education providers, as appropriate. The report back to Cabinet will include details of how this will operate in practice.
- 37 Raising the standard of entry into teaching is an important aspect of lifting the status of the profession. The Education Council of Aotearoa New Zealand (the Council) has been working to strengthen New Zealand's ITE. The Council will announce new programme requirements in mid-2018, which providers will be expected to meet from 2021. I will report back to Cabinet by July 2018 on the Council's new requirements. The Strategy will be informed by these improvements and help to ensure that we are attracting high quality teaching candidates, and that ITE is flexible and supports a range of pathways into teaching, for example employment-based ITE.

Addressing teacher supply issues

- 38 I am committed to working in partnership with the sector to develop the Strategy, but I do not want to wait for the Strategy to be developed before addressing some issues with our education system that prevents teachers and leaders from focusing on quality.
- 39 On 11 December 2017, Cabinet approved a teacher supply package of \$9.5 million of reprioritised funds. While the package was designed to address immediate supply pressures, I expect schools to be better placed for the 2019 and 2020 school year. I will build on my December supply package, including better understanding supply and demand for teachers and how we identify acute pressures that may exist so that we can implement effective interventions ahead of the 2019 school year.

Delivering for Māori

- 40 The Strategy is also a key contributor to the Associate Minister of Education, Hon Kelvin Davis', work programme to provide long-term solutions for Māori language learning and Māori-medium teachers. This programme consists of four priority areas:
- 40.1 Responsive system: strengthen the capability of the education system to respond to the identity, language, and culture of children and young people to support Māori succeeding as Māori.

- 40.2 Education Work Programme: embed urgent focus and accountability on equity and excellence for Māori across all system levels.
- 40.3 Māori Language in Education: grow the quality and quantity of Te Reo Māori in the education system including strengthening Māori-medium education pathways.
- 40.4 Te Tiriti o Waitangi: lead responses to key claims relating to education.

Delivering for children and young people with learning support needs

- 41 Enabling participation and raising achievement of children and young people with disability and additional support needs is a key aim of this Government. We need a confident, diverse, skilled and inclusive workforce to do this. The Education Workforce Strategy will be a key vehicle for achieving this workforce and will be supported by a range of initiatives underway across the education sector:
 - 41.1 The learning support action plan being developed by myself and Associate Minister, Hon Tracey Martin, provides an opportunity to progress some more specific initiatives targeted at the learning support workforce.
 - 41.2 The Education Council's Code of Practice and Teaching Standards are clear that all teachers are expected to create learning environments that are safe, welcoming, caring and respectful.

Creating and implementing the Education Workforce Strategy

- 42 To achieve our vision of a high quality, high trust and respected profession, the education sector and the Government need to work together in partnership to form this Strategy. There are five key steps for developing the Education Workforce Strategy.
 - 42.1 *Environmental scan*: This will analyse the context that the education workforce is operating in, including the opportunities and challenges, strengths, limitations and trends that currently exist or may arise in future (August 2018).
 - 42.2 *Current state analysis*: This will provide cohesive and agreed descriptors of the current state of the workforce, and the characteristics we need to understand and measure over the long-term (August 2018).
 - 42.3 *Future state*: This will provide a clear vision of the workforce ecosystem we need by 2032, including the characteristics needed by the different actors across the education system (November 2018).
 - 42.4 *High-level strategy document*: This will map the system shifts that need to happen to achieve our future state, and enable changes from our wider education portfolio work programme to be incorporated into detailed planning for the Strategy (December 2018).
 - 42.5 *Action plan*: This will set out the plan for implementing the Strategy over time to deliver on the future state. It will be reviewed annually to ensure that the Strategy continues to be aligned to the evidence of what works, and is updated as evidence changes and new practices emerge (April 2019).
- 43 Learners and the education sector will be key partners and highly involved in developing each step of this Strategy and in engaging with the wider community. In addition, insights

will be drawn from reviews being undertaken as part of my Education Portfolio Work Programme, including the Education Summit and the Ministerial Advisory Groups established as part of the reviews currently underway. This will ensure that we are gaining a wide range of input from parents, whānau, business, industry and the wider community.

- 44 The portfolio of work that the Strategy will inform and be informed by includes the NCEA review, the review of home-based early childhood education, the Ten-Year Strategic Plan for Early Learning, the review of Tomorrow's Schools, the reform of school property, the refresh of Ka Hikitia, the Pasifika Education Plan, the Learning Support Action Plan, and the work on understanding progress across the curricula (refer accompanying paper). The Strategy will play an important role in ensuring that we are developing the workforce we need to deliver on those reviews.
- 45 A repurposed Quality Teaching and Wellbeing Working Group (Group) will provide governance and oversee the Strategy's development. The current purpose of this Group is to serve as a vehicle for strengthening the conversation about the value and importance of the teaching profession. I will be repurposing this Group to ensure they are representative of our rich and varied education system. The Group is chaired by the Secretary for Education and includes membership from organisations across the sector.

Consultation

- 46 The State Services Commission, the Ministry of Business, Innovation and Employment, the Treasury, the Department of Prime Minister and Cabinet, Te Puni Kōkiri, and the Minister for Women were consulted in developing this paper.

Te Tiriti o Waitangi Implications

- 47 This paper is consistent with Te Tiriti o Waitangi principles and obligations, as it seeks to actively protect the Māori language as a taonga, by supporting Māori language acquisition and revitalisation in early learning, primary and secondary sectors.

Human Rights, Gender Implications and Disability Perspective

- 48 This paper is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993 and does not give rise to any significant gender implications.
- 49 In the consultation on and development of the New Zealand Disability Strategy 2016-2026 disabled people have told us that "inclusive education should be a core competency of all teachers." This Strategy will support our aim to prioritise diversity and inclusion in the teaching and wider education workforce.

Financial Implications

- 50 Additional funding or the reorganisation of existing funding streams may be needed to complete actions developed under this Strategy. I will progress these at a later date if required.

Legislative Implications and Regulatory Impact Analysis

- 51 There are no legislative or regulatory implications that directly arise from this paper. I will report back to Cabinet if there are legislative implications following consultation on the College for Educational Leadership.

Publicity

- 52 I intend to proactively release this Cabinet paper and associated reports. Any information that may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Recommendations

The Minister of Education recommends that the Committee:

- 1 **note** that quality teaching and leadership is the strongest in-school influence on children and young people's learning, and participation in quality early learning has been linked to a range of positive outcomes
- 2 **note** that throughout their careers I want teachers, leaders and the wider education workforce across schooling and early learning to feel valued and supported and to have opportunities to continually grow in their jobs
- 3 **note** that in February 2018 I informed Cabinet of my Education Portfolio Work Programme and my intention to develop a future-focused Education Workforce Strategy [Cab-18-MIN-0024 refers], and committed to reporting back to Cabinet on my approach to developing a future-focused Education Workforce Strategy
- 4 **note** that I see the Education Workforce Strategy taking a long-term view to ensure that we have the motivated teachers, leaders and wider education workforce New Zealand needs now and for the future
- 5 **note** that I also expect the Education Workforce Strategy to address many of the longstanding issues and challenges that our education system faces, such as fluctuations in supply and demand and increasing expectations of the role of teachers
- 6 **note** that the Education Workforce Strategy will be developed in partnership with learners and professionals across the education system, and that I intend to draw on insights about the workforce developed through the Education Summits
- 7 **note** that the Education Workforce Strategy will be comprehensive and include the wider education workforce across early learning, primary and secondary education, learning support, and both Māori-medium and English-medium education
- 8 **note** that the Education Workforce Strategy will stand alongside and build upon my Education Portfolio Work Programme and the initiatives previously announced and underway
- 9 **note** that I have asked the Ministry to set up a joint sector taskforce to respond to concerns raised by the sector over the compliance tasks that take up teachers' time and will report back to me in September 2018
- 10 **note** that the strategy will also focus on long-term solutions for Māori language learning and Māori-medium teachers
- 11 **note** that there are five key steps for developing the Education Workforce Strategy:

- 11.1 environmental scan: examining the context the education workforce currently operates in, including the opportunities and challenges, strengths, limitations and trends, to be completed by August 2018
 - 11.2 current state analysis: providing cohesive and agreed descriptors of the current state of the workforce and the characteristics that we need to understand and measure over the long-term, to be completed by August 2018
 - 11.3 future state: providing a vision of the workforce ecosystem that we need by 2032, to be completed by November 2018
 - 11.4 high-level strategy: a document that will map the system shifts that need to happen to achieve our future state, to be completed by December 2018
 - 11.5 action plan: setting out the plan for implementing the Education Workforce Strategy, to be completed by April 2019 and refreshed annually
- 12 **note** that the Quality Teaching and Wellbeing Working Group will provide governance and oversight for the Education Workforce Strategy
- 13 **agree** to my approach to developing a future-focused Education Workforce Strategy.

Authorised for lodgement

Hon Chris Hipkins

Minister of Education