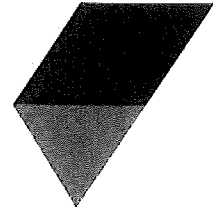


Min signed 13/3



Education Report: Planned approach for development of Education Workforce Strategy 2018

To:	Hon Chris Hipkins, Minister of Education		
Date:	8 March 2018	Priority:	Medium
Security Level:	In Confidence	METIS No:	1111202
Drafter:	Debbie Player	DDI:	[REDACTED]
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Messaging seen by Communications team:	No		

s 9(2)(a) OIA

Purpose of report

- This report seeks your agreement on an approach to develop a comprehensive future-focused education workforce strategy (the Strategy) for early learning, primary and secondary education. The approach described in this report will also inform your report back to Cabinet in early April 2018. Further feedback from you on the suggested approach will be sought at the agency meeting on 12 March, prior to the completion of the draft cabinet paper.



Summary

- We propose that Strategy content:
 - Be informed by the skills, knowledge, and capabilities learners will need to engage successfully as New Zealand and global citizens.
 - Be informed by outcomes of your education portfolio programme, e.g. summit, reviews of Tomorrow's schools and NCEA, work on understanding progressions, the early learning strategy.
 - Be informed by work undertaken by Associate Ministers of Education around Ka Hikitia, Māori medium and Te Reo, Pasifika education and additional learning support.
 - Be informed by new and evolving delivery models for teaching and learning, including new technological developments, to help reduce assessment and administrative burden, and support quality learning and teaching.
 - Describe the education workforce roles and capabilities needed to ensure every learner achieves education success.

2. For the strategy to be successful it will need to be widely welcomed and supported by the education sector and parents and be backed up by a learning cycle of action planning, and implementation.
3. The strategy must meet the following success criteria:
 - a. Provide common understanding of the workforce contribution to the vision for education.
 - b. Address both existing education workforce issues and also develop a future workforce that is relevant, effective and flexible.
 - c. Synthesise the workforce outcomes that flow from the education portfolio programmes to ensure that the implications for the education workforce resulting from these work streams are fully considered and integrated into a single set of new education workforce capabilities and attributes.
 - d. Engage from the start, and throughout the development of the strategy, with the sector, students, parents, whānau and iwi, communities and industry by using existing and additional engagement opportunities to work collaboratively with these groups.
 - e. Form the framework from which an action plan can be developed and implemented over the coming years:
4. The Strategy will be comprehensive in scope, including the wider workforce across early learning, primary and secondary education, Māori medium education, English medium education and learning support, to 2032.
5. As well as addressing the challenges and opportunities above the medium and longer-term strategy for the education workforce needs to reflect the vision for the education system, including expectations in the National Curriculum, and take into account the roles and responsibilities in the education system in relation to workforce.
6. There is a risk that, in proceeding too quickly the workforce strategy misses some key inputs from the reviews and sector engagement occurring.
7. We recommend that the development of the education workforce strategy is phased in such a way that it is able to be informed by the direction you set for the education system through these reviews. To achieve this we recommend that a high level strategy is produced for the end of 2018, followed by detailed action planning that can take into account feedback and reflection from the sectors and other stakeholders.
8. We propose that a high level strategy is completed by December 2018. The environmental scan and current state analysis will be completed first with options for the future state workforce to follow. The timing of the work programme will enable the wider education portfolio programme consultation to inform the development of the Strategy.
9. Separately, in order to turn the strategy into action, an action plan for implementing the strategy would be completed by March 2019, with priority given to progressing existing workforce challenges first. We propose this plan is refreshed annually by March each year.
10. A joint taskforce with the sector to reduce compliance-focussed paperwork will sit alongside the Strategy and will be completed by September 2018.
11. We propose that development of the Strategy is overseen by a repurposed Quality Teaching and Wellbeing Working Group, as their role is consistent with the intent of

strategy, and they would draw on work of your Ministerial Advisory Groups and other reference groups across your work programme.

Recommended Actions

We recommend that you:

- a. **Agree** the key components of the Strategy are to include:
- Environmental scan – analysing the context the education workforce is operating in including the, opportunities, strengths, limitations, threats and trends impacting the future (August 2018).
 - Current state analysis – gaining the truth about where we are today by understanding the current workforce ecosystem (August 2018).
 - Future state – designing the solution set of education workforce characteristics that when combined will deliver on the Strategy's vision and education sector outcomes (November 2018).
 - A high level strategy document (December 2018).
 - An action plan for implementing the strategy over time to deliver the future state (March 2019 and reviewed annually).
- ~~Agree~~ / Disagree
- b. **Agree** that the scope will be limited to the education workforce for early learning, primary and secondary education, Māori medium and English medium settings and learning support.
- ~~Agree~~ / Disagree
- c. **Agree** the timeline to deliver the high level Education Workforce Strategy in December 2018, with an action plan to implement short term and medium term solutions by March 2019, with implementation to begin by April 2019.
- ~~Agree~~ / Disagree
- d. **Agree** that oversight of the work will be provided by the Quality Teaching and Wellbeing Working Group, with 'critical challenge' provided by an advisory panel.
- Agree / ~~Disagree~~
- e. **Note** that engagement with the education sector, students, parents, whānau and iwi, communities, employers, business, and industry will be integrated with other engagement occurring as part of the Education Portfolio Work Programme where possible.
- Agree / ~~Disagree~~
- f. **Agree** the described approach to developing the Education Workforce Strategy.
- Agree / Disagree
- g. **Agree** to forward this report to the Associate Ministers of Education.
- ~~Agree~~ / Disagree

I agree with the Working Group but I don't see the need for another advisory group.

h. **Agree** that this Education Report is proactively released as part of the next publication.

Agree / Disagree



Ellen MacGregor-Reid
Deputy Secretary
Early Learning and Student Achievement

1/1



Hon Chris Hipkins
Minister of Education

12/3/18

Background

1. You have undertaken to report back to Cabinet in March 2018 with an approach to developing a future-focused Education Workforce Strategy, which includes an Education Advisory Service and College of Education Leadership, a taskforce to reduce compliance focused paperwork and long term supply solutions for Māori language teachers.
2. Although a series of medium term initiatives have been developed to create shifts in workforce supply and practice, the Ministry has not previously developed a long-term strategy for the education workforce.
3. The Ministry has been working with the education sector to agree a single source of accurate data to reference when planning for teacher supply and other workforce related activities and to test tools for teacher supply modelling and scenario planning. This work will inform the development of the Strategy.
4. The government's teacher supply programme is underway following announcements in December 2017. Our follow up includes:
 - Working closely with unions and principals to monitor supply pressures, including repeating the phone contact in terms 2 and 3 of 2018.
 - Identifying a range of options to further address supply pressure in Auckland. We will identify those initiatives that have the biggest positive impact in the shortest timeframe.
 - Using targeted social media and marketing campaigns to positively impact supply.

Strategy purpose and scope

The scale of the challenge

5. The purpose of the Strategy is to develop a comprehensive learner-centred and future-focussed education workforce strategy that will lead to the development of the education workforce New Zealand needs now and in the future. To achieve this goal the strategy will need to:
 - Address gaps and concerns with teacher knowledge, attitudes and practices that are associated with inequities in our system, including unconscious bias.
 - Focus on quality teaching that is engaging, while enabling all children/students and their parents to be part of a learning partnership.
 - Ensure teaching is an attractive and respected career with a manageable workload, career development and pathways, and robust support for workforce health and wellbeing.
 - Articulate the skills and knowledge needed for a range of different roles in the workforce including: non-teaching specialists from a range of backgrounds (e.g. industry and trades), utilisation of teacher aides, career advice, online learning, and new technologies.
 - Be informed by innovative models for delivery of learning that make the most of rapid technological advances.

- Use validated and agreed data to plan in advance for future changes in workforce supply and demand.
6. The Strategy must focus on recruiting, retaining and developing a high quality education workforce and leadership to ensure that every learner achieves education success in the public education system and is well equipped to engage in their community and the economy.

Scope of the strategy

7. The Strategy will address existing challenges to ensure we have the workforce we need now, and the future workforce that will deliver relevant skills and knowledge for all learners. The Strategy will focus on how to increase workforce capability through the workforce pathway of attraction, recruitment and induction into roles as well as mentoring, development, engagement, and career progression into more advanced roles.
8. The Strategy will be focused on the education workforce for early learning, primary and secondary education, including both Māori medium and English medium settings, and roles related to learning support.
9. The strategy will consider new roles of delivery of learning including those models supported by new technology such as blended and online learning.
10. The Strategy will need to take cognisance of current priorities such as teacher supply pressures and the integration of Te Reo Māori, culturally responsive teaching and learning practices, and long-term solutions to the supply of Māori language teachers.
11. Taking a system view, the Strategy's scope should assist the Ministry in its stewardship role, to build career pathways for education professionals and para-professionals (e.g. teacher aides). This approach will recognise how the roles of different groups within the workforce complement each other, including other possible roles, to support quality teaching and leadership across a seamless learner pathway.

Proposed approach

Engagement, consultation, and alignment

12. For such a significant strategy to be successful it will need to involve a high level of engagement with the education sector workforce, students, parents, whanau and iwi, communities and industry. The workforce, communities and parents need to support the Strategy when it is announced. For the Strategy to be enduring we will seek opportunities to consult across the political spectrum.
13. Accordingly, strategy development must deliberately engage collaboratively with the full diversity of New Zealand's learning population, including children and parents with disabilities, Māori, Pasifika, and 'constructive challengers' of the status quo.
14. The development of the Strategy must also take place alongside, and be informed by, the 2018 education portfolio work programme of discussion and planning for the future education system. This includes: the summit, the review of Tomorrow's Schools, the work in progress across curricula, the ECE strategy, Ka Hikitia and Tau Mai Te Reo, the Pasifika Education plan, and changes to learning support.
15. In addition, the strategy will take account of the Education Council's proposed changes to initial teacher education.

16. Throughout the development process, 'critical challenge' will be applied to ensure traditional thinking is tested against new and emergent ideas. This will ensure that the Strategy is forward focused in its approach and content, and reflects the pace of change, for example technological advances, drawing on local, regional and international perspectives. In addition, the Chief Education Scientific Advisor will use national and international networks to support our understanding of the New Zealand current state relative to other jurisdictions.

Components of strategy development

17. The Strategy work plan (Annex One) will consist of a number of components that include:
 - Environmental scan – analysing the context the education workforce is operating in including the, opportunities, strengths, limitations, threats and trends impacting the future as well as international research and evidence of innovative education delivery models. Also a synthesis of workforce implications from your education portfolio programme of work.
 - Current state analysis – by understanding the current workforce through a robust workforce data picture for each of the education sectors.
 - Future state – designing the solution set of education workforce characteristics, capabilities and attributes that when combined will deliver on the Strategy's vision and education sector outcomes.
 - A high level strategy document that brings together all of the components into a single document.
 - An action plan to implement short term and medium term solutions.
18. The Strategy will be underpinned by a comprehensive stakeholder engagement strategy and plan, a change management strategy and plan, and an implementation plan.

Links to the wider Education Portfolio Work Programme

19. Your Education Portfolio Work Programme outlines key pieces of work to be undertaken in discussion with communities and the sector. The Strategy will synthesise the workforce implications arising out of the following: the review of Tomorrow's Schools, the work in progress across curricula, the ECE strategy, Ka Hikitia and Tau Mai Te Reo, Pasifika Education Plan, changes to learning support and the Education Council's proposed changes to initial teacher education.
20. Sitting alongside work to develop the Strategy will be a range of supporting programmes that will be delivered in parallel. These will include establishing an Education Advisory Service and College of Educational Leadership, a taskforce to reduce compliance-focused paperwork, and an initial action plan with 'early wins' that address some of the identified workforce challenges.

Governance, oversight and advisory roles

Quality Teaching and Wellbeing Working Group

21. We propose that development of the Strategy is overseen by a repurposed Quality Teaching and Wellbeing Working Group, as their role is consistent with the intent of strategy, and they would draw on work of your Ministerial Advisory Groups and other reference groups across your work programme.
22. The Working Group is represented by officials from: Education Council, Education Review Office, New Zealand Council of Educational Research, New Zealand Pasifika Principals' Association, New Zealand Post Primary Teachers' Association, New Zealand Principals' Federation, New Zealand Qualifications Authority, New Zealand Secondary Principals' Council, New Zealand School Trustees Association, NZEI Te Riu Roa, Secondary Principals' Association of New Zealand, Te Akatea New Zealand Maori Principals, and the Ministry of Education. We will need to revisit this membership to ensure that all relevant sectors are included, taking into the scope of the strategy including: early learning, primary and secondary education, Māori medium and English medium, education and learning support.
23. The Quality Teaching and Wellbeing Working Group would have a governance role - reviewing and providing oversight for significant aspects of the Strategy. The working group will endorse the proposed final content. The group will ensure the work programme for the delivering the Strategy meets its milestones and is robust.
24. The Ministry has a number of existing governance, reference, and advisory groups that can support aspects of the Strategy development and implementation.
25. An Expert Advisory Panel is proposed to support development and implementation, with expertise derived across a range of perspectives to provide robust challenge to the development of the Strategy. Members would be drawn together based on their particular expertise rather than as representatives of a particular organisation. To support distributed leadership and ownership of the Strategy it is proposed that this panel includes expertise from, for example:
 - Māori world views and Te Tiriti o Waitangi perspectives
 - Pasifika perspectives
 - Unions and Principal Associations
 - Youth Advisory Group
 - Education System Leadership Board or their designated nominee(s)
 - Chief Education Scientific Advisor (linking to the international education community)
 - Education Technology providers (as technological enablers of learning delivery)
 - Industry and community
 - Learning Support
 - Parents and whānau.

26. The approach to strategy development and implementation would support members of the Expert Advisory Panel to share thinking with stakeholder interest groups, where appropriate, for broader input to inform the panel's advice. Members of this panel will be expected to draw on disruptive as well as more traditional thinking to form their advice.
27. In addition to this group, a strategy development team led by the Ministry will facilitate input from education agencies and others to contribute thought leadership.

Timeframe for development

28. With such a significant education portfolio work programme underway there is a risk that the strategy could miss out on being informed by important and relevant strands of information from other review work. We recommend that the development of the education workforce strategy is phased in such a way that it is able to be informed by the direction you set for the education system through these reviews.
29. The strategy development timelines also give the sector and stakeholders space to engage in your wider reform programme and influence the future direction of the system, teaching and learning. This would support the creation of a context where there is common ownership of the vision for the education system, before turning to the challenging work on the specifics of what that vision means for the education workforce.
30. The development of the education workforce strategy is phased in such a way that it is able to be informed by the direction you set for the education system through these reviews. To achieve this we recommend that a high level strategy is produced for the end of 2018, followed by detailed action planning that can take into account feedback and reflection from the sectors and other stakeholders.
31. A high level strategy would be completed by December 2018. The environmental scan and current state analysis will be completed first with options for the future state workforce to follow. The timing of the work programme will enable the wider education portfolio programme consultation to inform the development of the Strategy.
32. Separately, in order to turn the strategy into action, an action plan for implementing the strategy would be completed by March 2019, with priority given to progressing existing workforce challenges first. We propose this plan is refreshed annually by March each year.
33. The timeline for this work:
 - Environmental scan – analysing the context the education workforce is operating in including the, opportunities, strengths, limitations, threats and trends impacting the future (August 2018).
 - Current state analysis – gaining the truth about where we are today by understanding the current workforce ecosystem (August 2018).
 - A joint taskforce with the sector to reduce compliance-focussed paperwork will sit alongside the Strategy and will be completed by September 2018.
 - Future state – designing the solution set of education workforce characteristics that when combined will deliver on the Strategy's vision and education sector outcomes (November 2018).
 - A high level strategy document (December 2018).

- An action plan for implementing the strategy over time to deliver the future state (March 2019 and reviewed annually).

Risks

34. Some pros and cons associated with working to a nine month timeframe for development of the Education Workforce strategy.

Factors	Pros	Cons	Mitigation	Residual risk
The Strategy development must maintain pace with and seek agreement from, the workforce, students, parents, whanau and iwi, communities and industry if it is to be well received.	<p>Significant engagement is planned for the Education Portfolio Work Programme. By harmonising Ministry of Education engagement in all forums there is less risk of consultation fatigue.</p> <p>The tight timeframe encourages excellent communications practice and well planned delivery of material at workshops and summits to maximise the opportunities to cover a number of linked developments together.</p>	<p>The future learning delivery model will require people to think positively about learning delivery models beyond their current experience. This degree of new thinking could be very challenging and people may feel they are being pushed to endorse the new direction.</p>	<p>Test solutions rather than use a 'green fields' approach to addressing current workforce issues.</p>	<p>Some people feel they have been given a plan to agree to, rather than experienced genuine collaboration.</p>
Collective agreements need to be renegotiated in 2018 and early 2019	<p>Positive gains made to address principals' and teachers' pay claim, equity for teacher aides, and working conditions create opportunities to explore new models for delivering education excellence</p>	<p>Teacher and principal bargaining rounds occurring this year may create 'noise' in the media and take away from the positive energy that is needed to stimulate innovative thinking</p>	<p>Negotiations are likely to result in better pay and conditions than the workforce has experienced for some time.</p>	<p>Some challengers will remain focused on pay, conditions, and other perceived losses for the workforce.</p>

<p>There are a number of reviews going on that impact on the shape of a workforce strategy.</p>	<p>The wide ranging conversation creates a context and appetite for change that will support the success of the workforce strategy.</p>	<p>The strategy is unable to fully draw on the outcomes of the full range of the education portfolio work programme. And people are reluctant to engage on detailed plans in a climate of uncertainty.</p>	<p>A high level strategic direction is delivered first and an action plan to implement changes to address existing workforce challenges first. A final strategy document is released in mid-2019 and is informed by all relevant work done in 2018.</p>	<p>Some of the identified 'quick wins' may be limited by budget constraints.</p>
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Proactive Release

35. It is intended that this Education Report is proactively released as per your expectation that information be released as soon as possible. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

Annexes

Annex 1: Education Workforce Strategy to 2032: Indicative organising structure for the development phase.