



## Briefing Note: Teacher Aide Career Pathways

<b>To:</b>	Hon Chris Hipkins, Minister of Education Hon Carmel Sepuloni, Minister for Social Development and Employment		
<b>Date:</b>	10 February 2021	<b>Priority:</b>	Medium
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1250098
<b>Drafter:</b>	Caroline Holden, Principal Advisor	<b>DDI:</b>	9(2)(a)
<b>Key Contact:</b>	Lis Cowey, Senior Manager, Education Workforce	<b>DDI:</b>	
<b>Messaging seen by Communications team:</b>	No	<b>Round Robin:</b>	No

### Purpose of Report


The purpose of this paper is to provide you with an update on the Teacher Aide Career Pathways project.

It is recommended that you:

- **Note** the contents of this paper and the attached final terms of reference


### Summary

- Minister Sepuloni requested an update on the project in December following a decision by the Education, Employment + Training (EET) Ministerial Group to expand the Targeted Training and Apprenticeship Fund (TTAF) to include teacher aides.
- This paper provides you with an update on the Teacher Aide Career Pathways project.



Ellen MacGregor-Reid  
**Deputy Secretary**  
**Early Learning and Student Achievement**

10/02/2021



Hon Chris Hipkins  
**Minister of Education**

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## Background

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1. In December 2016 the New Zealand Educational Institute Te Riu Roa (NZEI Te Riu Roa) lodged the Teacher Aide Pay Equity Claim (TAPEC) on behalf of teacher aides. NZEI Te Riu Roa believed that the remuneration rates of teacher aides reflected gender based historical and current undervaluation.
2. Teacher Aides were interviewed as part of the pay equity claim. Forty-six percent had received limited 'on the job' training while only five percent had received formal induction or training. This compares with the male-dominated comparator groups who had received recognised induction and professional development and learning.
3. The TAPEC settlement was ratified by NZEI members on 29 July 2020 and a variation to the Support Staff in Schools Collective Agreement was agreed on 30 July 2020.
4. The TAPEC agreement (Schedule 7) notes the Accord's commitment to establish a working group for exploring potential career pathways for teacher aides including consideration of paid professional development, qualification acquisition and recognition, training opportunities and career progression.

## Teacher Aide Career Pathways project

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5. An Education Accord (the Accord) was agreed in June 2019, between the Ministry of Education (the Ministry), NZEI Te Riu Roa (NZEI) and the Post Primary Teachers' Association (PPTA).
6. In December 2020, the Accord agreed Terms of Reference for the Teacher Aide Career Pathways project.
7. In light of the varied and dynamic teacher aide workforce other stakeholders including other unions, education peak bodies and disability groups will also be involved in the design and delivery of this work. Early engagement with the wider teacher aide workforce will also be a priority.
8. The project will assess the current state of career development to ascertain the issues as well as the aspirations of teacher aides so that appropriate responses can be developed that meet the needs of teacher aides, learners and their whānau, employers and the wider schooling system.
9. Career pathways for teacher aides will be explored in ways that protect, recognise and uplift mokopuna Māori and ensure that Māori can enjoy educational success as Māori. Career progression for teacher aides working in all schools and kura in mainstream and Māori medium settings will be considered.
10. The parties will work together to align NZEI Te Riu Roa's Mōku te Ao approach with those adopted in the Government's Māori education strategies to underpin the work and how we work together to achieve project objectives.
11. Broad focus areas for the project include:
  - a. Induction processes and content for teacher aides
  - b. Mechanisms that recognise skills, expertise and knowledge

- c. A system that recognises and supports teacher aide development

## Governance

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12. The Education Accord Governance Group (the Governance Group) will provide governance oversight of this work as part of the *Future Workforce* work programme. It will make decisions on the project and ensure alignment with other relevant projects and work programmes.
13. The Accord Sub-Group (the Sub-Group) has been established and will be chaired by Liam Rutherford, President of NZEI. Membership of the Sub-Group has been determined and includes Accord representatives including 2 NZEI teacher aide members, 2 Ministry of Education representatives and 2 representatives from the PPTA.

## Deliverables and timeframes

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14. The first meeting of the Sub-Group was held on 2 February. The initial focus for the project will be on understanding the current state including existing avenues and mechanisms for teacher aide career development. Understanding current professional development arrangements within the comparator occupations is another early priority.
15. The project will be completed for inclusion in negotiations for renewal of the Support Staff in Schools Collective agreement by February 2022. Any funding decisions for options that have funding implications will be made outside the project as part of other government processes and decision-making.

## Proactive Release

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16. We recommend that this Briefing 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 [if applicable]

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Annex 1: Teacher Aide Career Pathways and Qualifications Terms of Reference

## **Teacher Aide Career Pathways and Qualifications Terms of Reference**

### **Context**

1. The Ministry of Education (Ministry), NZEI Te Riu Roa and the Post-Primary Teachers Association (PPTA) formed the Accord in 2019 to address a range of education issues. Among these is a commitment to consider potential career pathways for the education sector.
2. In June 2020, the Teacher Aide Pay Equity Settlement Agreement (agreement) was ratified. It provides for pay equity and correcting an identified sex-based undervaluation of teacher aides' work. The agreement includes a commitment to establish a working group to explore the development of a career pathways framework for teacher aides.
3. Teacher aides were interviewed as part of the pay equity claim<sup>1</sup>. Forty-six percent had received limited 'on the job' training while only five percent had received formal induction or training. This compares with the male-dominated comparator groups who had received recognised induction and professional development and learning.
4. The parties acknowledge the findings of the joint pay equity investigation and its recognition of the work of teacher aides and the issues highlighted. The parties note that consistent and recognised induction and ongoing professional development for teacher aides is likely to lead to positive outcomes for all learners.

### **Parties**

5. The parties to the terms of reference are the parties to the pay equity settlement:
  - a. the New Zealand Education Institute Te Riu Roa Incorporated – representing teacher aides employed by state and state-integrated Boards of Trustees
  - b. the Secretary for Education acting under delegation from the State Services Commissioner pursuant to section 23 of the State Sector Act 1988 and in accordance with section 74(5) of that Act.
6. In recognition of a varied and dynamic education workforce, other relevant stakeholders will be engaged in the design and delivery of this work. They may include other unions, education peak bodies or disability groups recognising the need for early engagement of the wider teacher aide workforce in this work.

### **Purpose and duration of the terms of reference**

7. These terms of reference set out how the parties intend to give effect to the work set out in Schedule 7 of the pay equity agreement as it relates to the exploration of career pathways, qualifications and professional learning for teacher aides.
8. The terms of reference will be reviewed as needed by the Accord Governance Group.

## Purpose of this work

9. A career framework should value teacher aides as professionals, with clear expectations and recognition for building professional skills and knowledge. This should include the traditionally overlooked “women’s skills” such as those used to manage a child’s challenging behaviour, that are vital to the success of teacher aide work.
10. These terms of reference provide the basis of the work programme for a career pathways framework by exploring how teacher aides, and their expertise and knowledge, are developed and retained in the education workforce. The work programme will consider how the development and acquisition of relevant skills and qualifications are recognised and support career progression for teacher aides in both English and Māori medium schools and kura.

## Key areas of focus for the work programme

11. The parties agree that career pathways for teacher aides need to be explored in a way that protects, recognises and uplifts mokopuna Māori and ensures that Māori can enjoy educational success as Māori.
12. The parties note the Education and Training Act 2020 gives effect to Te Tiriti o Waitangi including achieving equitable outcomes for Māori students. The parties will work together to align NZEI Te Riu Roa’s Mōku te Ao approach with those adopted in the Government’s Māori education strategies, to underpin the work and how we work together to achieve the objectives outlined in paragraph 11.
13. The key areas of work are expected to include the elements outlined in the table below. It is expected that there may be recommendations for further work to deliver additional learning and for the recognition of qualifications for teacher aides.
14. The work will be informed by shared interests as established in the pay equity agreement. They include (but are not limited to) exploring:
  - valuing teacher aides as professionals
  - ensuring qualifications are accessible and recognised
  - ensuring quality PLD is accessible
  - developing clear career pathways
  - ensuring that teacher aide career pathways and PLD are sustainable and affordable
15. The work will develop an understanding of the current state to inform change and design of career pathways and PLD, including relevant aspects of the following:
  - any qualifications and PLD currently available
  - number of teacher aides with formal qualifications and/or engaged in PLD
  - value placed on qualifications and/or PLD currently available
  - challenges to attaining qualifications and accessing relevant PLD
  - international examples and comparisons from other sectors
  - any differences or opportunities for Māori and English medium settings
  - impact of changes in education such as the Pacific and Māori education strategies
  - the range of needs of learners and how to meet their different needs

## What we intend to achieve

Focus area	Expected outcomes
Career pathways for advancement, including on the job training and qualifications (including leadership)	<ul style="list-style-type: none"><li>• career development pathways are available to all teacher aides</li><li>• information about development and progression is readily available</li><li>• teacher aide pathways connect into a broader, integrated education workforce system</li><li>• relevant qualifications are identified and linked to the matrix</li><li>• any changes or development needed within the qualifications system for teacher aides to have access to relevant qualifications, are identified</li></ul>
Induction processes and content	<ul style="list-style-type: none"><li>• best practice of teacher aide induction is agreed, shared and actively utilised</li><li>• resources are available to support effective induction</li></ul>
Mechanisms that recognise skills, expertise and knowledge within a career pathway	<ul style="list-style-type: none"><li>• the experience and qualifications that teacher aides gain are recognised and valued across the education system</li><li>• teacher aide PLD supports teacher aides' career progression where they wish to advance</li><li>• models of effective processes occurring within schools are identified and shared</li></ul>
a system that recognises and supports teacher aide development including PLD	<ul style="list-style-type: none"><li>• PLD that supports the development of skills and responsibilities within the matrix is identified</li><li>• clear and consistent information is available to teacher aides and schools about PLD</li><li>• the work will be explicitly linked into the teacher aides PLD pilot</li></ul>

## Scope and interdependencies

16. The work set out in these terms of reference will apply to all employees<sup>2</sup> who routinely perform the work described in the Work Table Matrix in Schedule 1 of the pay equity agreement, whether or not the employee is designated as a teacher aide.

17. Apart from considering the matters detailed in paragraph 15, there are projects and work programmes underway that may impact, or be impacted by, this work. Interdependent projects include those in the broader education work programme and specifically those agreed to in the Accord and the pay equity agreement. They include but are not limited to:

Project/work programme	Connection
Teacher aide funding review	Funding parameters will impact some options in this project, and this project may identify options with implications for the funding system

<sup>2</sup> Employees are state and state-integrated school staff employed by school Boards of Trustees undertaking the work described in the Work Matrix Table.

Teacher aide pilot professional learning and development fund	Part of the pay equity agreement Recognises the importance of a professional development system to support career pathways The evaluation of the fund's operation will inform this project's option development
Education Workforce Strategy (in development)	Includes future role of teacher aides and optimal number/mix of teachers, teacher aides and specialists
Learning Support Action Plan, Learning Support Coordinators and Learning Support Delivery Model implementation	The Learning Support Action Plan 2019-2025 includes the priorities for strengthening learning support at a system level
Review of Ongoing Resourcing Scheme and School High Health Needs Fund 2021	Any impact on funding for teacher aide hours
Accord sub-group work on staffing entitlement	In early stages of development and is not directly connected as it is for teacher resourcing only
Accord discussions on related matters regarding the role of the teacher	May have implications for the role of teacher aides, which need to be factored in

## Governance

### ***The Education Accord Governance Group (the Governance Group)***

18. The Governance Group will provide governance oversight of this work as part of the *Future Workforce* work programme. It will make decisions on the project and ensure alignment with other relevant projects and work programmes that impact on, or are impacted by, this work. This may include the provision of advice or direction.

### ***The Accord Sub-Group (the Sub-Group)***

19. The Sub-Group will be established and sponsored by the Governance Group, to plan, implement and progress the work programme in accordance with the terms of reference and direction from the Accord Governance Group.
20. The Sub-group will make recommendations for decision to the Accord Governance Group.
21. The President of NZEI, Liam Rutherford, will chair the Sub-group. Membership of the Sub-Group will include Accord representatives including 2 NZEI teacher aide members, 2 Ministry of Education representatives and 2 representatives from the PPTA.
22. The Sub-Group will take responsibility for realising the commitment to Māori educational success, in the development and delivery of the career pathways framework. It will also be responsible for:
- establishing relationships with key stakeholders including the Teacher Aides Sector Reference Group (school funding work programme)
  - ensuring the work programme maintains connections with other relevant work programmes and projects
  - engaging as appropriate with the agreed NZEI Te Riu Roa/Ministry pay equity structures

### **Working groups**

23. The Sub-Group will establish working groups to progress key areas of work based on the four focus areas outlined above (under the heading 'What we intend to achieve'). The working groups will include NZEI Te Riu Roa teacher aide members, Accord partner representatives and other relevant stakeholders.
24. The Accord partners are keen to ensure wide engagement in the sector and will invite groups to participate in this work including, but not limited to NZSTA, SPANZ, NZPF, SEPANZ, NZAIMS, Te Atakura, and other agencies such as NZQA or TEC. The purpose of the working groups is to develop design for Teacher Aide career pathways that is workable: tested and validated, drawing on perspectives and insights of key stakeholders.
25. Resourcing by subgroup members will be discussed at an early stage of the project.
26. Each working group will establish a plan for the development of the work it is required to achieve using the agreed approach to ensuring Māori educational success. The plans will include engagement with teacher aides, and other stakeholders where relevant.

### **Deliverables and timeframes**

27. It is agreed that the design work for career pathways will commence on the Accord's agreement to the terms of reference and will be completed for inclusion in negotiations for renewal of the Support Staff in Schools Collective agreement by February 2022. Any funding decisions for options that have funding implications will be made outside the project as part of other government processes and decision-making.

### **Amending the terms of reference**

28. If required, the Sub-Group may recommend changes to these terms of reference. They may be amended, varied or modified in writing after consultation and agreement by the Accord Governance Group.