



Review of Essential Skills in Demand Lists Occupation Nomination Form

All occupation nominations must be submitted on the attached form. The nominated occupation must have an occupation code which can be found from the Australian and New Zealand Standard Classification of Occupations (ANZSCO). You can link to ANZSCO information at www.immigration.govt.nz/anzsco.

Key dates

19 April 2017

Occupation nominations open

17 May 2017

Occupation nominations close at 5pm

Enquiries and nominations

All enquiries and occupation nominations should be directed to:

Email: shortages.review@mbie.govt.nz

Telephone: 021 1054 810 (Warren Sloan)

Background

The Ministry of Business, Innovation and Employment (the Ministry) maintains the Essential Skills in Demand (ESID) Lists: the Immediate Skill Shortage List (ISSL) and the Long Term Skill Shortage List (LTSSL). Each list performs a particular immigration policy function, and potential migrants use both lists to help understand where opportunities for work lie in New Zealand.

You can check whether an occupation is on a shortage list, or the list of occupations recognised for the award of points under the Skilled Migrant Category, by using the [skill shortage list check](#). This provides information and the requirements for each of the lists. Information on the review process can be found [here](#).

Please note: An Occupation Nomination process is not used for the Canterbury Skill Shortage List (CSSL), which was created to meet demands for the Canterbury rebuild and economic recovery following the earthquakes. The CSSL is reviewed about three times each year, and follows a different process for review.

Objectives of the Essential Skills in Demand Lists

The Essential Skills in Demand Lists aim to facilitate the entry of appropriately skilled migrants to fill skill shortages, and to reduce costs and time delays for employers seeking staff. However, this objective must be balanced by the need to ensure that there are no suitably skilled or qualified New Zealand citizens or resident workers available to undertake the work, and that the shortage is genuine.

In general, the government expects that New Zealand industry, employers and the education sector will work together to train or upskill New Zealand workers to fill roles created by turnover and/or by anticipated growth and to pay workers appropriately according to their skills. It views succession planning as part of core business.

However, the government also recognises there are circumstances where the supply of New Zealanders in a particular field may be limited in the short term while New Zealanders are being trained into these roles, or likely to continue to be limited in the longer term while core capacity is developed, or where there are global shortages. Examples might be in a very new technological area where the number of New Zealanders trained in an area is still very limited, or alternatively in an area of rapid growth where New Zealand based training cannot keep up with demand.

The lists are reviewed every year to ensure they meet the needs of the changing labour market. An occupation may be considered for inclusion on the ISSL or LTSSL provided that:

- the skill level of the occupation falls within Levels 1, 2 or 3 on the ANZSCO classification
- the skill shortage is genuine, non-seasonal in nature and industry-wide, e.g. it is not due to difficulties experienced by particular employers in recruiting or retaining New Zealanders because of unattractive working conditions
- there has been a demonstrated attempt to train and attract New Zealanders to available jobs

- terms and conditions in the New Zealand labour market are not undermined, including the training, education and development opportunities of New Zealanders
- the government's education, training, employment and economic development policies are supported
- prevailing and anticipated labour market conditions are taken into account (for example levels of unemployment), and
- there is a significant shortage of suitable New Zealand citizens or resident workers available to undertake the work, and the shortage may reasonably be met by migrants. (A significant shortage is generally measured as at least 50 work visas per annum, for migrants in that occupation.)

The ESID lists are **not** designed to cater for lower skilled labour shortages or seasonal labour shortages. Nor are they intended to address recruitment and retention problems arising because the industry cannot, or does not, meet the terms and conditions necessary to recruit sufficient numbers of suitably qualified workers from within the New Zealand workforce.

The Immediate Skill Shortage List

The Immediate Skill Shortage List (ISSL) includes occupations where skilled workers are immediately required, either throughout New Zealand or in certain regions. It facilitates the approval of temporary work visa applications. If an applicant has an offer of employment and meets qualification and work experience requirements for an occupation that is included on the current ISSL, immigration officers will accept that no suitably qualified New Zealand citizens or residents are available.

The ISSL is grouped by the following regions:

- Auckland/Upper North Island
- Waikato/Bay of Plenty
- Central North Island (including Taranaki, Manawatu and Hawkes Bay)
- Wellington (including Wairarapa)
- Canterbury/Upper South Island
- Otago and Southland.

The Long Term Skill Shortage List

The Long Term Skill Shortage List (LTSSL) identifies those skilled occupations where there is an **absolute** (sustained and ongoing) shortage of workers both in New Zealand and globally.

People who gain employment in one of these occupations may be granted a work visa under the LTSSL Work to Residence policy. The Work to Residence policy enables an applicant to apply for residence after two years provided they have remained working in a LTSSL occupation with a base salary of at least NZ\$45,000 and meet standard policy requirements.

Applicants for residence under the Skilled Migrant Category, who have an offer of employment or work experience in an area of absolute skill shortage identified on the LTSSL, can gain bonus points for their application for residence.

Alternative work visa policies

The ESID lists offer one avenue through which employers may recruit skilled migrants¹ to work in New Zealand. Employers may bring in migrant workers on temporary work visas under [Essential Skills](#) work visa policy for occupations not listed on the ISSL or LTSSL, provided they demonstrate that suitable New Zealanders are not available. Other policies that may be used include [Approval in Principle](#), [Talent \(Accredited Employers\) Policy](#), and the [Skilled Migrant Category](#) for permanent residence.

Employers wanting to recruit from overseas are encouraged to visit the Immigration New Zealand website <https://www.immigration.govt.nz/employ-migrants>.

¹ A skilled occupation is defined as having an ANZSCO skill classification at levels 1, 2 or 3. More information on ANZSCO can be found here: www.immigration.govt.nz/anzsco.

ESID review process

The process for reviewing the ESID lists is summarised below:

1) Call for Occupation Nominations

The Ministry calls for industry stakeholder proposals for occupations to be reviewed. Occupation Nominations must be made on the attached form and submitted to the Ministry by 5pm on 17 May 2017.

2) Selection of occupations to be reviewed

The Ministry assesses the Occupation Nomination proposals and selects occupations to be reviewed. The Ministry may also identify occupations that it wishes to review as a result of its own intelligence gathering. As a general rule, occupations identified by industry stakeholders will take precedence, and the Ministry will provide the balance of occupations for review.

3) Publication of Preliminary Indicator Evidence Reports

The Ministry prepares a Preliminary Indicator Evidence Report (PIER) for each occupation selected for the review. The PIER collates relevant statistical data about the occupation and provides a **preliminary view** on the status of the occupation. The PIERs will be published on the Immigration New Zealand website about 23 June 2017.

4) Call for submissions on occupations selected for review

Submissions will be sought from industry groups and others about the nature and extent of skill shortages in the occupations selected for review. A submission form will be available on the Ministry's website www.immigration.govt.nz by 23 June 2017. The submission stage will conclude on 28 July 2017.

5) Wider sector consultation on occupations

The Ministry will undertake any further follow-up with submitters, consultation with government agencies and industry, and additional data analysis that may be required to inform decisions on any changes to the ISSL and LTSSL. The consultation process will conclude about early October 2017.

6) Decisions made and published

Where there is consensus that an immediate skill shortage exists, the Ministry will recommend that the occupation be added to the ISSL. Where there is a demonstrated absolute (sustained and ongoing) and global long term skill shortage, the Ministry will recommend that the occupation is added to the LTSSL. Occupations may be removed from a list where a shortage no longer exists. There may be cases where the Ministry does not consider the lists to be the most appropriate response to the shortage, and may recommend an alternative solution.

It is expected that final decisions will be published on the Immigration New Zealand website about December 2017/ January 2018.

The Occupation Nomination process

What is an Occupation Nomination for?

The Occupation Nomination process provides an opportunity for industry representatives to request a change to the ESID list status of an occupation.

The completion of an Occupation Nomination Form is the first step in requesting that an occupation be:

- added to one of the ESID lists, or
- removed from one of the ESID lists, or
- moved from one list to the other.

Please note: Occupations will not be considered for review unless an Occupation Nomination Form has been completed and submitted to the Ministry within the specified timeframe.

What initial criteria must be met?

Occupation Nominations will generally only be considered by the Ministry where:

- the occupation has an ANZSCO skill classification at level 1, 2 or 3, and has a specific, recognised qualification requirement, **and**
- the occupation has not been reviewed by the Ministry within the last review period² (or, if it has, the submitter can demonstrate a **significant change** in labour market conditions that warrants a further review), **and**
- the Occupation Nomination has the support of at least one industry body or professional association (for example, an employers' group, trade union, or industry training body).

Information requirements

The Occupation Nomination process requires submitters to make a case for an occupation to be reviewed.

Occupation Nominations must **provide evidence** in support of the proposed change in ESID list status, and/or a clear **commitment to obtain the necessary standard of evidence** within the submission timeframes.

The Ministry will provide advice to assist groups to meet the required information standards. However, the tight timeframe for the review process means that the Ministry will not accept new or revised Occupation Nominations beyond the close-off date.

If the Occupation Nomination is successful, you will be required to provide additional information through the submission process. This information may add to the Occupation Nomination and/or respond to the Preliminary Indicator Evidence Report prepared by the Ministry.

² A list of occupations reviewed in the last review period is at the end of this form.

How will Occupation Nominations be assessed?

The Ministry will assess each Occupation Nomination received. Submissions must, in the first instance, meet the three initial criteria listed above.

Where the Occupation Nomination meets the initial criteria, the Ministry will collate relevant statistical data on the occupation, including:

- vacancy rates for the occupation
- estimated jobseekers available
- numbers of visa approvals in the last two years
- number of visa approvals as a percentage of total employed in the occupation, and
- employment growth in the occupation.

The Ministry will decide whether to review an occupation based on an assessment of this data, together with the information/evidence provided through the Occupation Nomination process. Where neither the data analysis nor the evidence provided through the Occupation Nomination is sufficient to support a case for review, the occupation will not be included in the review. Also, there may be cases where the Ministry does not consider the lists to be the most appropriate response to the shortage, and may recommend an alternative solution.

If the Ministry decides not to review an occupation, the submitter will be informed of the decision and the reasons for the decision.

Please note: Acceptance of an Occupation Nomination for review will not automatically lead to changes to the ESID list status of an occupation. This is the first step in the review process. At the submission stage other industry representatives may submit further evidence and the Ministry will consider all submissions alongside analysis of economic, labour market, training, immigration and other relevant data.

Occupation Nomination Form

Please complete this form if you would like to propose an amendment to either the Immediate Skill Shortage List or the Long Term Skill Shortage List.

The proposal may refer to the addition or removal of an occupation from one of the lists, or a transfer of an occupation from one list to the other.

You must complete a separate Occupation Nomination Form for each occupation you would like to have considered.

Please answer all questions. Incomplete submissions will not be processed.

Please note the boxes will auto-extend to accommodate your responses or, if you are providing documents, you may attach these separately.

Disclosure

Please note that if this Occupation Nomination is successful, the information provided may be made available to interested parties as part of the review. This is to promote maximum transparency and to encourage the exchange of information between all stakeholders who contribute to the review process. If the Occupation Nomination, or some of its content, is provided to others for the purposes of information sharing and/or consultation, personal contact details will be treated as confidential.

Information held by the Ministry, including the information provided in this form, is official information under the Official Information Act 1982. Accordingly, if a request is made for information under that Act, the Ministry may be required to release this information.

Occupational statistics collected during the course of the review may be used by the Ministry for other research purposes, but individual employers will not be identified.

All enquiries and occupation nominations should be directed to:

Email: shortages.review@mbie.govt.nz

Telephone: 021 1054 810 (Warren Sloan)

1. Contact information

Who should the Ministry contact if more detail is required about your nomination?

Include name, job title, organisation, phone, email and postal addresses.

Kathryn Maloney

Senior Policy and Research Analyst

New Zealand Aged Care Association

PO Box 12481

Wellington 6144

Phone: 04 473 3159

Fax: 04 473 3554

Email: kathryn@nzaca.org.nz

2. Disclosure

Please confirm that you have read and agree to the terms of the disclosure statement, below.

Disclosure statement:

- The information contained in this Occupation Nomination, or some of its content, may be provided to others for the purpose of information sharing and/or consultation. In this event, personal contact details (individual names, telephone numbers and email addresses) will be treated as confidential.
- The information provided in this form is official information under the Official Information Act 1982 and, accordingly, the Ministry may be required to release this information if a request is made under that Act.
- Occupational statistics collected during the course of the review may be used by the Ministry for other research purposes, but individuals and employers will not be identified.

I have read and agree to the terms of this disclosure statement.

Name: [Kathryn Maloney](#)

3. Initial criteria for Occupation Nomination

An Occupation Nomination must meet three initial criteria in order to be considered by the Ministry of Business, Innovation and Employment:

- the occupation must have an ANZSCO skill classification at level 1, 2 or 3, and a specific, recognised qualification requirement, **and**
- the occupation must not have been reviewed by the Ministry within the last review period³ (or, if it has, the submitter must demonstrate a **significant change** in labour market conditions that warrants a further review), **and**
- the Occupation Nomination must have the support of at least one industry body or professional association.

(Where the submitter is **not** preparing the Occupation Nomination on behalf of an industry body or professional association, a letter of support from an appropriate industry or professional body must be forwarded with this form).

Skills and qualifications

3a) State the occupation name and ANZSCO code at the 6 digit level.

Ensure that the occupation name is specific and appears on the Australian and New Zealand Standard Classification of Occupations (ANZSCO). If you cannot find a code for the occupation please contact Statistics New Zealand. The link to ANZSCO is www.immigration.govt.nz/anzSCO

Personal Care Assistant: 423313

3b) What are the recognised New Zealand qualification and work experience requirements for the occupation in shortage? (i.e. what qualifications and experience are required for a New Zealander to work in the occupation? Please note any applicable registration requirements).

e.g. Bachelor of Engineering (NZQF Level 7) and a minimum of three years' relevant post-qualification work experience

Following the Care and Support Workers (Pay Equity) Settlement, NZQA Levels 2, 3 and 4 and length of service will be recognised and incorporated into legislated pay bands from 1 July 2017.

ESID review history

3c) Is the occupation currently on the Immediate Skill Shortage List or the Long Term Skill Shortage List? (This can be checked at <http://skillshortages.immigration.govt.nz/>).

- ISSL
- LTSSL
- Neither

³ A list of occupations reviewed in the last review period is attached to this form.

3d) Was the occupation reviewed by the Ministry in 2016?

Refer to list of occupations at the end of this form.

- Yes
 No. Go to 3f

3e) Please describe why you consider that a further review of this occupation is necessary.

Ensure that your explanation clearly states how the current labour market conditions for the occupation differ from those at the last review (e.g. change in demand for labour as a result of a particular strategy or project). Why is the change significant?

Please note: *Occupation Nominations will not be considered again where there is no significant change in labour market conditions for the occupation specified, or where explanations are generic, rather than specific.*

Industry support

3f) Please provide details of the industry body or professional association(s) that support this Occupation Nomination?

Industry bodies and professional associations include employer groups, trade unions and industry training groups.

[New Zealand Aged Care Association
Employer Group](#)

Attach a letter of support if the submitter is NOT representing an industry body or a professional association.

3g) Please provide details of key stakeholders in this industry who may also have views about this occupation.

For example, government agencies, training organisations, unions, industry bodies, registration bodies and employer groups. Please provide names of contact people.

Associated industry groups:
[Retirement Villages Association](#)
[New Zealand Home and Community Health Association](#)

Training organisation:

Careerforce

Employer groups:

Bupa
CHT Healthcare Trust
Oceania Healthcare
Radius Care
Ryman Healthcare Group
Summerset Care Ltd

Unions:

E tū
New Zealand Nurses Organisation

4. Case for review

Submitters are required to make a case for an occupation to be reviewed.

Please outline why you think the occupation should be reviewed. List the **key points** and provide any evidence that you have (additional material may be attached).

You must **provide evidence** in support of the proposed change in ESID status, and/or a clear **commitment to obtain the necessary standard of evidence** within the submission timeframe (by 28 July 2017).

If the Occupation Nomination is successful, you may be required to provide additional information to support your case and/or to respond to the PIER prepared by the Ministry, through the submission process.

Proposal

4a) For the occupation, do you want to:

- Add to a list (please state ISSL or LTSSL) - [ISSL](#)
 Remove from a list
 Change lists (e.g. move from the ISSL to the LTSSL)

Note: *It is not normally necessary to make a submission to add an occupation to the ISSL if it is already on the LTSSL. If an applicant produces an offer of employment in an occupation that is included on the current LTSSL, immigration officers will accept that no suitably qualified New Zealand citizens or residents are available, as if the occupation is on the ISSL.*

4b) **ISSL only** - Does your proposal relate to the whole of New Zealand or only some regions?

Please tick all that apply.

Certain regions only:

- Auckland/Upper North Island
 Waikato/Bay of Plenty
 Central North Island (including Taranaki, Manawatu and Hawkes Bay)

- Wellington (including Wairarapa)
- Canterbury/Upper South Island
- Otago and Southland

Or:

- All of New Zealand**

4c) Give reasons for your proposed change to the ESID lists:

Describe the nature of the issue – list the key points. For example, please provide details of any change in demand for this occupation, the availability of New Zealanders to fill positions, and training available (both on the job and through education providers).

Why is there a shortage or no longer a shortage?

Demand in the occupation

The aged residential care workforce is a core part of the health sector workforce. Not only important in terms of the care they deliver, the numbers of people working in the sector are significant overall. There are around 22,000 caregivers working in aged residential care facilities across New Zealand.

The personal care assistant/caregiver workforce in New Zealand is facing a shortage across the whole of New Zealand. In the 2014 NZACA Member Profiling Survey, out of the total number of vacancies across New Zealand 54% of them were for caregivers. The shortage of personal care assistants/caregivers is a result of several issues, including personal care assistants/caregivers leaving the sector, an ageing workforce, and a projected increase in the people requiring aged care in the future. In the 2010 Aged Residential Care Service Review (Grant Thornton) projected that between 12,000 and 20,000 extra residents will require aged residential care by 2026. These increasing resident numbers will require a greater number of personal care assistants/caregivers.

In the 2014 NZACA Member Profiling Survey, the turnover level for personal care assistants/caregivers was 24%. The high rates indicate mobility within the caregiver workforce. This highlights the inability of employers to find ongoing staff to fill vacancies. In the same survey, 45% of respondents experienced difficulties in retaining staff on visas over the previous two years.

The age of the personal care assistant/caregiver workforce causes issues with the long-term viability of this workforce. The current caregiver workforce is ageing. Young people are not attracted to the profession and are not retained once recruited. The 2014 New Zealand Aged Care Workforce Survey (Auckland University of Technology) indicates that almost three quarters of the survey's care worker participants were aged 40 or over. Current shortages in the industry will be exacerbated by large numbers of workers retiring in the next few years.

Recognised under ANZSCO at level 3

Following the Pay Equity Settlement announced by the Minister of Health last month, from 1 July 2017, levels 2, 3 and 4 New Zealand certificates in Health and Wellbeing from NZQA accredited providers will be recognised in and incorporated into legislated pay bands for personal care assistants. Therefore, from 1 July, caregivers who are Level 4 NZQA qualified need to be also recognised under the Australian and New Zealand Standard Classification of Occupations at level 3.

Available training

Following the Pay Equity Settlement announced by the Minister of Health last month, from 1 July 2017, levels 2, 3 and 4 New Zealand certificates in Health and Wellbeing from NZQA accredited providers will be recognised in and incorporated into legislated pay bands for personal care assistants.

The Occupation Nomination is unlikely to succeed where there is no evidence supporting a request for review.

4d) Do you have evidence that supports your case?

Yes – please detail below

No – go to 4e

Evidence is required to demonstrate that the issues outlined above can be substantiated. Evidence may be gathered in a range of ways, for example through industry surveys, feedback collated from industry bodies or employers, and data collated from administrative records. In each case it will be important to demonstrate that the 'issue' has some breadth i.e. that it relates to an occupation as a whole, rather than to one or two employers, or a small group.

Vacancy levels:

NZACA employers have high vacancy levels and struggle to fill them, even with competitive pay and employment conditions. NZACA is working closely with the Ministry of Social Development's (MSD) Employer Services to recruit New Zealanders into personal care assistant/caregiver roles by presenting Healthcare Employers' Expos on the Kapiti Coast, Tauranga, Hamilton, Christchurch and Lower Hutt. However, to date these have resulted in only a handful of new personal care assistants/caregivers into the sector.

High rate of staff turnover:

The 2014 NZACA Member Profiling Survey indicated that the turnover level for personal care assistants/caregivers was 24%. We believe that turnover levels have not changed dramatically since the 2014 survey.

Respondents to the 2014 survey reported requiring (on average) 147 personal care assistant/caregiver hours from bureau staff per month. Again, we believe this figure has changed very little since 2014.

Ageing workforce:

The 2014 New Zealand Aged Care Workforce Survey showed that 73.6% of the workforce is aged 40 or over, 47.9% is aged 50 or over, and 23.1% is aged 60 or over.

Occupations will not be reviewed unless the Ministry is assured that there will be a reasonable evidence base to support the review process.

4e) Are you aware of, or will you be able to collate, evidence and provide it within the timeframe for submissions (by 28 July 2017)?

Yes – please detail below

No

Please provide full details of:

a) *the proposed process* – Collect and analyse data gathered from member feedback; analyse

data from MSD's Healthcare Employers' Expos held between February and May 2017; collect and analyse any other data that is available and helpful to this submission.

- b) *the timeframes over which you will be collecting evidence* - Before 28 July 2017
- c) *the nature of the information you are seeking* - Further details around how many Aged Residential Care Facilities are struggling to recruit caregivers, and in particular, New Zealand residents and citizens as caregivers.

Next steps

The Ministry will assess all Occupation Nominations received within the set timeframe. Results of the assessment process will be communicated to your key contact person listed above in June 2017.

Where an occupation has been accepted for review, the Ministry will advise your contact person of the outcome and prepare a Preliminary Indicator Evidence Report (PIER), which will be published on its website in June 2017.

Where an Occupation Nomination does not meet the required standard, the Ministry will write to the contact person explaining the reasons for the decision.

The formal submission process is expected to begin on 23 June 2017. You will be required to make a full submission in support of the case that you have put forward and/or in response to the PIER report.

The Ministry would like to thank you for contributing to this review.

OCCUPATIONS REVIEWED BY THE MINISTRY IN 2016

- Apiarist
- Bricklayer
- Cabler (Data and Telecommunications)
- Chef
- Composite Technician
- Floor Finisher
- Registered Nurse (Aged Care)
- Registered Nurse (Critical Care and Emergency)
- Registered Nurse (Medical)
- Registered Nurse (Mental Health)
- Registered Nurse (Perioperative)
- Ship's Engineer
- Ship's Master
- Ship's Officer
- Stonemason
- Telecommunications Cable Jointer
- Telecommunications Technician
- Upholsterer