



Review of Essential Skills in Demand Lists Submission Form

The Ministry of Business, Innovation and Employment (the Ministry) has selected occupations to be reviewed on the basis of an Occupation Nomination process, which closed on 17 May 2017. The Ministry is now seeking wider submissions on these occupations.

Submissions will only be accepted in relation to the selected occupations. Please refer to the list of occupations being reviewed, in the appendix to this form.

When completing this submission form, please refer to the Preliminary Indicator Evidence Report (PIER) prepared by the Ministry for the relevant occupation. PIERs for each of the occupations under review are on the Immigration New Zealand website www.immigration.govt.nz/skillshortagereview.

Key dates

| | |
|---------------|-------------------|
| 28 June 2017 | Submissions open |
| 2 August 2017 | Submissions close |

Enquiries and submissions

All enquiries and submissions should be directed to:

Email: shortages.review@mbie.govt.nz

Telephone: 021 1054 810 (Warren Sloan)

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Background

The Ministry of Business, Innovation and Employment 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 understand where opportunities for work lie in New Zealand.

The lists can be accessed at <http://skillshortages.immigration.govt.nz>

Objectives of the Essential Skills in Demand Lists

The ESID Lists aim to facilitate the entry of appropriately skilled migrants¹ 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 there are no suitably qualified New Zealand citizens or resident workers available to undertake the work, and that the shortage is 'genuine'.

An occupation may be considered for inclusion on the lists provided that:

- there are no suitable New Zealand citizens or resident workers available to undertake the work
- terms and conditions in the New Zealand labour market are not undermined
- development opportunities for New Zealanders are not undermined
- a genuine skill shortage exists, and that it is not a recruitment or retention problem
- the government's education, training, employment and economic development policies are supported
- prevailing and anticipated labour market conditions are taken into account (e.g. levels of unemployment), and
- the skill shortage exists across the occupation, despite attempts by industry to train and attract New Zealanders to available jobs.

The ESID lists are **not** designed 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 lists are reviewed every year to ensure they meet the needs of the changing labour market.

The Immediate Skill Shortage List

The Immediate Skill Shortage List (ISSL) is for skilled occupations that have an immediate shortage of workers in New Zealand, either nationally or in specific regions. It is designed to facilitate the approval of temporary work visa applications. If an applicant provides 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 into the following regions:

- Auckland/Upper North Island

¹ A skilled occupation is defined as having an Australian and New Zealand Standard Classification of Occupations (ANZSCO) skill level classification of level 1, 2 or 3. More information on ANZSCO can be found here: www.immigration.govt.nz/anzsco.

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

People who gain employment in one of these areas 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 may gain bonus points towards their application for residence.

Alternative visa policies

The ESID lists offer **one** avenue through which employers may recruit skilled migrants to work in New Zealand. Employers may bring in migrant workers for occupations not listed on the ISSL and LTSSL, provided suitable New Zealanders are not available. Other policies that may be used include the Skilled Migrant Category and Talent (Accredited Employers) policy for residence, and temporary work visa policy such as Essential Skills instructions and approval in principle.

Employers wanting to recruit from overseas are encouraged to visit the Immigration New Zealand website www.immigration.govt.nz/employers.

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ESID review process

The Ministry of Business, Innovation and Employment (the Ministry) process for reviewing the ESID lists is summarised below:

1) Occupation Nominations

The Ministry calls for industry stakeholder proposals for occupations to be reviewed. The closing date for Occupation Nominations for the current review was **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. **A list of the occupations selected for the current review is included in the appendix to this form.**

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 for this review have been published at www.immigration.govt.nz/skillshortagereview .

4) Call for submissions on occupations selected for review

Submissions are sought from industry groups and others about the nature and extent of skill shortages in the occupations selected for review. The submission process for this review begins on **28 June 2017** and concludes on **2 August 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 LTSSL and ISSL. The consultation process overlaps with the submission process and is likely to conclude about the end of **October 2017**.

6) Decisions taken 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 will 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 in **December 2017**.

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The Submission process

The Ministry of Business, Innovation and Employment has selected occupations to review for the ESID lists. Some of these occupations have been proposed by industry stakeholders through the Occupation Nomination process. The Ministry has also identified occupations that it wishes to review, as a result of its own intelligence gathering. The submission process seeks wider views on the occupations being reviewed.

The Ministry has prepared Preliminary Indicator Evidence Reports (PIERs) for each occupation under review. These reports draw together statistical data about the occupation around three indicators – skill levels, scale of the occupation, and evidence of shortage. On the basis of this information, the Ministry may have formed a **preliminary view** on the status of the occupation. This view is expressed at the beginning of the PIER. In some instances the Ministry has not formed a preliminary view because evidence available includes statistical data relating to a wider occupational group than the specific occupation under review (which may have narrowly defined qualifications and experience requirements). The Ministry welcomes any information held by industry that relates to a specific occupation being reviewed, particularly independent industry surveys prepared by reputable agencies.

Who can make a submission?

The submission process is an opportunity for stakeholders to provide additional information and (potentially) different perspectives on the nature and extent of skill shortages in occupations selected for review. Stakeholder submissions are a vital source of information, helping to inform the Ministry's final assessment of the status of occupations.

Submissions should be made by coordinated groups and industry stakeholders (e.g. employer groups, trade unions and industry training bodies) and should represent the shared views of those groups and stakeholders. You must show evidence of consultation as part of your submission.

Note: Those who made the original Occupation Nomination in May are also expected to provide further information through the submission process – this should include evidence already provided in the nomination and may respond to the PIER prepared by the Ministry.

Where a review of an occupation has been initiated through the Occupation Nomination process and subsequently no submissions are received, the Ministry may decide not to continue with the review process.

Information requirements

The information that you provide is important to our assessment process. You are encouraged to be as specific and detailed as possible when providing information.

We would like to receive information that provides more detail in relation to the indicators reported in the PIER. You may have more up-to-date evidence or other data (e.g. industry surveys or reports and information which relate to the specific occupation being reviewed).

We are also interested in any other factors that you consider are appropriate to add or remove an occupation from the lists. For example, you may have information on recruitment and retention difficulties or changes in relevant training.

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What will happen to the submissions?

The Ministry will consider all submissions received within the stated timeframe. The Ministry will also undertake any necessary follow-up with submitters and consultation with government agencies and industry groups.

At the end of the consultation process, the Ministry will make recommendations about each of the occupations to the Deputy Chief Executive – Immigration New Zealand (for the ISSL) and to the Minister of Immigration (for the LTSSL).

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Essential Skills in Demand Review**

Submission Form

Please complete this form if you would like to make a submission on one of the occupations currently being reviewed by the Ministry of Business, Innovation and Employment. The list of occupations under review is attached as an appendix to this form.

Please complete a separate submission form for each occupation.

Information provided by stakeholders forms a critical part of the review process and complements the statistical data in the Provisional Indicator Evidence Reports (PIERs).

Please answer all questions. Incomplete submissions may not be considered.

Please note that the boxes will auto-extend to accommodate your responses. You may wish to attach supporting documents in addition to the information supplied in this form.

Disclosure

Please note that the information provided in this submission will be made available to interested parties on request. This is to promote maximum transparency and to encourage the exchange of information between all stakeholders who contribute to the review process. If the submission, or some of its content, is provided to others for the purposes of information sharing and/or consultation, personal contact details will be treated in confidence.

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.

Enquiries and submissions

All enquiries and submissions should be directed to:

Email: shortages.review@mbie.govt.nz

Telephone: 021 1054 810 (Warren Sloan)

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Submission Form**

1. Background and contact information

1a) Who is this submission on behalf of?

Provide name of organisation

New Zealand Aged Care Association

1b) Contact details

Include name, position, phone, email and postal addresses

Kathryn Maloney,
Senior Policy and Research Analyst
04 473 3159
kathryn@nzaca.org.nz
PO Box 12481
Wellington 6144

1c) Disclosure

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

Disclosure statement:

- The information contained in this submission, or some of its content, may be provided to others for the purpose of information sharing and /or consultation. If this is the case, personal contact details (individual names, telephone numbers and email addresses) will be treated in confidence.
- The information provided in this form is official information under the Official Information Act 1982 and, accordingly, the Ministry of Business, Innovation and Employment 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 of Business, Innovation and Employment for other research purposes, but individual employers will not be identified.

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

Name: Kathryn Maloney

1d) Briefly describe the main activity and characteristics of the organisation making the submission

If a firm, please describe main business activity and number of employees; if another organisation, please describe your organisation's purpose, functions and membership size.

If you are making this submission as an individual, please briefly indicate your interest in the

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occupation your submission relates to.

1. The New Zealand Aged Care Association (NZACA) is the peak body for the aged residential care (ARC) sector in New Zealand. With around 600 members, we represent over 90% of approximately 37,000 beds of the country's ARC sector.

2. What occupation does this submission refer to?

Occupation job title and ANZSCO code

Please give the job title and 6-digit ANZSCO code (refer to the relevant PIER).

Registered Nurse (Aged Care) 254412

3. What ESID list status do you think this occupation should have?

3a) What ESID list status do you propose this occupation should have?

- | | |
|---|--|
| <input type="checkbox"/> Retention on the ISSL | <input type="checkbox"/> Retention on the LTSSL |
| <input type="checkbox"/> Addition to the ISSL | <input type="checkbox"/> Addition to the LTSSL |
| <input type="checkbox"/> Removal from the ISSL | <input type="checkbox"/> Removal from the LTSSL |
| <input checked="" type="checkbox"/> Transfer from ISSL to LTSSL | <input type="checkbox"/> Transfer from LTSSL to ISSL |

3b) Does your proposal relate to the whole of New Zealand or only some regions? (ISSL only)

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 (including Westland)
 - Otago/Southland

OR

- All of New Zealand**

3c) Give your reasons for the proposed change to the ESID lists

Please summarise the major reasons for your proposal.

Note: If you have already provided an Occupation Nomination to the Ministry, you may wish to copy the information provided in response to Question 4(c) on the Occupation Nomination form.

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The NZACA wish to see the occupation of Registered Nurse (Aged Care) put back onto the LTSSL and certainly does not want it to be removed from the ESID list completely. This occupation was reviewed last year and moved from the LTSSL to the ISSL. The NZACA was surprised to see that the NZNO's submission for the occupation to be reviewed was sanctioned by Immigration NZ as we feel there has been no significant change in labour market conditions to allow for this review. The NZNO submitted the occupation for review earlier this year, with the aim of removing it from the ESID list completely.

The NZACA members currently struggle to fill all registered nurse (RN) vacancies in aged residential care (ARC) with New Zealand nurses and have to employ migrants to fill some of these vacancies. This is not something our members do from choice. The time and cost of recruiting migrants is a burden on the industry and our members would prefer to be able to employ New Zealanders.

Grant Thornton projected that between 12,000 and 20,000 extra residents will require ARC by 2026². This means that the number of registered nurses required to care for the residents must also increase. Again, referring to the paragraph above, it would be far more efficient for the NZACA members to recruit New Zealanders, but there are not enough New Zealand nurses wanting to work in aged care.

There has been effort by the government to recruit graduate nurses directly into aged care. However, this is hard for both the graduate nurse and the ARC provider as RNs working in aged residential care most often work alone rather than in a team (as opposed to working in a hospital for example). Graduate nurses are not always confident enough to work alone and to take full responsibility for the residents. They need supervision, which is not always possible within the ARC sector.

Evidence needs to demonstrate a significant change in labour market conditions as the occupation was only reviewed last year.

No significant change in labour market conditions since the 2016 review, except a reduction in the amount of Registered Nurses coming through the Skilled Migrant Category as a result in the raising of the points threshold last October. Therefore, there has already been a reduction of internationally qualified nurses (IQNs) and the NZACA and its members feel at this stage, that to reduce the pool further would seriously impact the care given to residents in aged residential care as there continues to be a struggle to recruit New Zealand RNs.

Average salaries of RNs in aged residential care

Based on the NZACA 2016 member survey on Registered Nurse salaries, the current median annual salary of Registered Nurses is \$56,160 (slightly lower than stated in the PIERS report but significantly higher than that quoted in the NZNO submission). Following the implementation of the Care and Support Worker (Pay Equity) Settlement Act, relativity is a major issue in the sector. NZQA Level 4 caregivers are now being paid \$24.50 per hour, just \$ \$1.02 lower than the lower quartile salary for RNs and \$2.50 lower than the media RN salary. Aged residential care providers have little control over the salaries they pay to their workforce: there is a cap on the fee that can be charged to residents (whether they are private payers or are being subsidised) which is dictated by the bed day rate set by the DHBs each year.

The NZACA agrees that RN salaries in the ARC sector are lower than they are in DHBs and that this is one of the reasons that our members find it hard to recruit New Zealanders. However, as has been widely publicised, with the introduction of the Pay Equity Settlement, many of our members are already struggling to meet the costs of the increased wage bill and have no capacity to raise the wages of the RNs. Therefore, we welcome any Government initiatives that might allow RNs in aged residential care to be paid more.

² Grant Thornton (2010). *Aged Residential Care Service Review*. Wellington, New Zealand: Author.

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4. Information and data relevant to the review

We would particularly like to receive information that provides more detail in relation to the indicators reported in the PIER. **Please refer to the relevant PIER when completing this section.**

It is important that the information that you provide is as specific and robust as possible. Please provide details about the source of your information, how many employers or individuals it represents, and when the information was obtained.

As a general guide, the Ministry is looking for evidence that has a **reasonable breadth of coverage** across the industry (i.e. represents the views or situation of a reasonable proportion of employers and/or employees and/or trainers or other stakeholders); and is **specific** (i.e. clearly stated facts in relation to the occupation). Independent industry surveys prepared by reputable agencies are usually the most compelling evidence.

Evidence should be **able to be substantiated** in some way, for example sourced to a survey, administrative data, or employer/employee feedback.

Information that does not meet these standards may not be sufficient to support your submission.

Additional material may be attached in a separate document, if necessary. Where you are appending detailed reports or other information please cite these under the relevant headings below.

4a) Skill level

Please note any comments that you wish to make on the skill section of the relevant PIER.

See information provided in 5a regarding salary levels.

4b) Scale

Please provide any information that may be relevant concerning the 'scale' of the occupation. This could include information on the total number of people employed in this occupation in New Zealand, or the number of work visas your organisation or its members have sought in the last year.

Please note any other comments that you wish to make on the scale section of the relevant PIER.

There are approximately 2,100 RNs working in aged residential care;
Annual turnover of RNs is around 21% and vacancies sit at around 3.3%³.

Skilled Migrant Category

The number of RNs (Aged Care) working on a Skilled Migrant Category visa is approximately 550. However, this number is expected to halve now that the points threshold has been increased from 140 to 160 points.

NZACA does not have data on the total number of RNs (Aged Care) working on a visa.

4c) Shortage

Please refer to the shortage section of the relevant PIER. We are interested in your response to the information provided, as well as any additional information (such as industry surveys and reports) you can provide.

*Describe and provide any additional **evidence** you have on the question of shortage.*

³ 2014 NZACA Member Profiling Survey

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For example, if you consider that **there is an occupational shortage**:

- evidence of difficulties employers are having recruiting staff (depending on the occupation, difficulty for a single employer is unlikely to be sufficient)
- estimated apprentice or graduate trainee numbers and the number of workers leaving or retiring from the industry, and reasons for leaving

Voluntary Bonding Scheme

The total number of nursing graduates who registered interest with the scheme in 2017 was 242. Of those, 47 (21.4%) new graduate nurses registered intent for aged care nursing.

Nurse Entry to Practice (NETP)

The expansion of the NETP programme into ARC in 2013 was widely applauded by the NZACA members. However, this programme has yet to live up to expectations with very few graduate nurses entering ARC through NETP.

- forecasts and reports on the growth of the occupation/industry.

The Chief Nurse, Health Workforce New Zealand and the Nursing Workforce Governance Group all agree that “the aged care workforce is forecast to decline at the same time as demand is increasing with growth in volumes for the older population”⁴.

Alternatively, if you consider that **there is not an occupational shortage**:

- evidence of suitably trained people available (or soon to be available) to work in the occupation
- forecasts and reports on the growth of the occupation/industry.

5. Other factors relevant to determining whether a change to the ESID lists is appropriate

In addition to the evidence of shortage, an important aspect of the review process is to consider whether there are other factors that make it appropriate to add or remove an occupation from the lists. These factors may not be included in the PIER assessment, partly because the range of potential factors is broad, and often robust quantitative measures are not nationally available.

However, those directly involved in an occupation or industry often hold valuable quantitative and qualitative information relevant to the decision-making process. It is therefore important that you provide appropriate information in the following three areas.

Please provide specific details and the source of your information (e.g. independent report, survey, study, administrative data or collated feedback).

5a) Labour market conditions

The Ministry must be satisfied that the industry has a commitment to the provisions of New Zealand employment legislation available to workers. It is important that the hiring of overseas workers is not being used as a strategy to keep wages or terms and conditions of employment to a minimum.

- Provide information on **wage ranges** applicable to this occupation

Lower quartile \$25.52 per hour
Median \$27.00 per hour
Upper quartile \$28.62 per hour⁵

⁴ Minutes Nursing Workforce Programme – Governance Group Meeting Wednesday 18 May 2016

⁵ NZACA member survey September 2016

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- ii. Provide brief information on **terms and conditions of employment** applicable to this occupation (e.g. working hours, employee benefits)

Average 40 hours per week. No specific employee benefits.

- iii. You may also wish to provide information on the following, if relevant:

- information on trends in work hours in response to growing shortages
- the breadth and scale of shortage, and whether some regions are facing shortages, while others are not (and why this is the case)
- whether there are barriers such as transport, childcare, or work hours, which employers could address to make working in the occupation more attractive to suitably skilled people?

5b) Training and industry initiatives

The Ministry **must** be satisfied that the industry has a commitment to fully utilising the domestic labour market before the industry considers employing overseas workers.

Your submission **must** include information on the following:

- demonstrated industry commitment to training, and
- industry initiatives to enhance domestic recruitment.

- i. *What steps are being taken by the industry and employers to address this shortage? In the short-term? In the long-term?*

This may include data on trends in firm/industry investments in training, information on trainee numbers and people who are currently nearing completion of qualifications.

Aged residential care providers employ fully qualified registered nurses, ranging from recent graduates through to abundantly experienced. The NZACA offers workshops and seminars for all members to participate in, including annual registered nurse workshops which are run throughout the country.

- ii. *What strategies are in place to recruit New Zealanders?
Include examples of training and industry initiatives.*

Integrated workforce plan to be put in place

The NZACA is working to develop an integrated workforce plan with Health Workforce New Zealand, our members and other key players in the sector to recruit more New Zealand RNs into the aged residential care sector. However, this plan cannot evolve overnight and until the plan is implemented, the NZACA's members need to be certain they can employ enough RNs to cover the work needed to ensure residents are properly cared for.

- iii. *Does your industry have an agreed skills plan? (i.e. a plan for upskilling the current workforce and/or potential workforce)?*

If yes, describe the expected outcomes of the plan (or attach a copy).

- *What are the **goals** of the plan?*
- *What **processes** are in place to achieve the goals?*

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- What are the **timeframes** for the goals?

*If your industry does not have an agreed skills plan, what plans are in place to develop one?
Within what timeframe?*

5c) Wider economic factors

Wider economic factors may have an influence on occupational shortages. Is there anything else that you would like to comment on?

For example, are there reasons associated with productivity, innovation or competitiveness that you think the Ministry should take into consideration? Please provide evidence.

Grant Thornton projected that between 12,000 and 20,000 extra residents will require aged residential care by 2026⁶. This means that the number of registered nurses required to care for the residents must also increase.

The Ministry of Business, Innovation and Employment would like to thank you for contributing to the review.

⁶ Grant Thornton (2010). *Aged Residential Care Service Review*. Wellington, New Zealand: Author.

Appendix: Occupations selected for the 2017 ESID review

| Occupation | ANZSCO Occupation Code |
|--|-------------------------------|
| Agriculture and Forestry | |
| Forest Scientist | 234113 |
| Poultry Farmer | 121321 |
| Engineering | |
| Chemical Engineer | 233111 |
| Materials Engineer | 233112 |
| Petroleum Engineer | 233612 |
| Finance/Business | |
| Accountant | 221111 |
| Health and Social Services | |
| Anaesthetist | 253211 |
| Cardiologist | 253312 |
| Dental Technician | 411213 |
| Dentist | 252312 |
| Medical Laboratory Technician (Phlebotomy and Histology Technicians) | 311213 |
| Midwife | 254111 |
| Ophthalmologist | 253914 |
| Pathologist | 253915 |
| Pharmacy Technician | 311215 |
| Registered Nurse (Aged Care) | 254412 |
| Registered Nurse (Mental Health) | 254422 |
| Renal Medicine Specialist | 253322 |
| Resident Medical Officer | 253112 |
| Recreation, Hospitality and Tourism | |
| Other Sports Coach or Instructor | 452317 |
| Trades | |
| Carpenter | 331212 |
| Fibrous Plasterer | 333211 |
| Hair or Beauty Salon Manager | 142114 |
| Hairdresser | 391111 |
| Joiner | 331213 |
| Metal Casting Trades Worker (Foundry Moulder) | 322114 |
| Motor Mechanic (General) | 321211 |
| Motorcycle Mechanic | 321213 |
| Panelbeater | 324111 |
| Roof Tiler (and Roof Plumber) | 333311 (and 334115) |
| Solid Plasterer | 333212 |
| Vehicle Painter | 324311 |