

REPORT

Presented by

THE MINISTER'S TASK FORCE

ON IMMEDIATE RECRUITMENT AND RETENTION CHALLENGES

December 11, 2017



Along the Big Cedar Trail
Cheakamus Centre
Photo Credit: David Nanuk Photography

School District 44



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EXECUTIVE SUMMARY

The Minister's Task Force on Immediate Recruitment and Retention Challenges was charged with two objectives:

- Verify the extent of the current educator workforce challenges and quantify those challenges, and;
- Make recommendations for immediate actions to address those specific challenges.

This report is tabled with the Minister of Education to present the process, findings, and recommendations in fulfillment of these objectives. The Terms of Reference and meeting schedule for the Task Force are included in Appendices 2 and 3.

The Task Force is comprised of executive-level experts representing the key workforce stakeholders in the education sector, including school districts, teachers, post-secondary institutions, and human resource management. Members brought a rich and diverse cross-section of perspectives, evidence, and ideas to Task Force deliberations and in doing so, represent the major levers required for successful recruitment and retention of educators in the province.

Task Force Membership:

- Ken Dawson, Executive Director, Public Sector Employers' Council Secretariat (PSEC Secretariat)
- Glen Hansman, President, British Columbia Teachers' Federation (BCTF)
- Kris Magnusson, Dean, Faculty of Education, Simon Fraser University
- Gina Niccoli-Moen, Superintendent, School District 41, Burnaby
- Janet Stewart, Chief Operating Officer, British Columbia Public School Employers' Association (BCPSEA)
- Chris van der Mark, Superintendent, School District 54, Bulkley Valley

The Task Force was facilitated by Keith Godin, Assistant Deputy Minister - Governance and Analytics, Ministry of Education. The Task Force was also supported by external expertise, such as technical staff and reports commissioned from the Ministry of Education, as well as submissions by other partners such as the British Columbia Principals' and Vice-Principals' Association.

In their review of the available evidence, the Task Force found that the 3,700 public school teaching positions funded by the Ministry were a result of the class size and composition limits set out in the Memorandum of Agreement (MOA). When combined with student enrolment increases in 2017/18, they represented a workforce challenge for the provincial education system. Reports from school districts indicate that the vast majority of that hiring had been completed, which led the Task Force to conclude that the consequences of the unprecedented hiring was the central issue for the Task Force to address. Namely, but not necessarily limited to:

- Difficulties filling vacancies in certain specialty teaching positions were exacerbated;
- Smaller, and in some cases, significant reductions in the number and availability of Teachers Teaching on Call (TTOC), and an impact on non-enrolling teachers who were reassigned to fill vacancies;
- Worsening pre-existing shortages of teachers in rural and smaller districts across the province.

The Task Force recognizes that as remedies for exceeding MOA class size and composition requirements are implemented, further strain on non-enrolling teachers and TTOC lists is expected. The Task Force additionally identified retention and a rise in turnover as a potential challenge, partly due to an aging workforce.

Recommendations for action are most effective when exercised in a particular context for the intended purpose, noting what may have worked in another jurisdiction, or another time, may not be applicable to British Columbia's public education system in the 2017/18 school year. Key aspects of context considered by the Task Force, and discussed more broadly in the [Key Context](#) component of this report, included:

- A. The implementation of the MOA exacerbated class size and composition
- B. Student enrolment is increasing, but is uneven across the province
- C. Meeting the demand for teachers requires addressing more than recruitment and retention
- D. Teacher demand is met by supply from British Columbia, across Canada, and to a lesser extent internationally
- E. Provisions within the collective agreement that may impact recruitment and retention of teachers are outside the scope of the Task Force
- F. Province-wide supply of teachers meets province-wide demand for teachers but the distribution to specialty positions and regions may not meet district level demands
- G. School districts have statutory responsibility to hire and manage staff in their districts

The Task Force acknowledges that work has been underway around British Columbia in Boards of Education and partner groups to examine educator workforce challenges as well as implement actions to address pressures resulting from the implementation of the MOA. The Task Force made efforts to leverage these initiatives when considering its recommendations, including the Aboriginal Post-Secondary Education Partners' Table, the French Education Stakeholders' Advisory Committee, the Make a Future initiative, and the post-secondary institutions' consideration of workforce challenges, including examining barriers to rural recruitment and placement of teachers.

Notwithstanding these complementary initiatives, a point of emphasis for the Task Force was that the province's education system would benefit from a comprehensive examination and development of a training and employment strategy – supported with improved data and forecasting, especially as it relates to demand for specialty positions and career pathways for teachers such as attrition and transitions between teaching positions. With that in mind, the Task Force identified some possible medium- and long-term actions for future consideration.

The Task Force's **immediate recommendations** are a practical list of actions where implementation can begin promptly to address current challenges. Recommendations will further prepare a foundation to more systemic measures as required to address workforce challenges in British Columbia's public education system:

- 1 Establish a Province-Wide Recruitment and Retention Fund
- 2 Develop Regional Profiles and Recruitment Strategies
- 3 Increase Support and Capacity for School Districts' Human Resources
- 4 Increase the Number of Graduates in Positions under Pressure
- 5 Promote Rural Practica Placements
- 6 Support Teacher Mentorship

KEY CONTEXT



During the deliberations to verify the extent of teacher shortages, it became apparent to the Task Force that there are a number of considerations that provide important context in which the recommendations for actions will be presented.

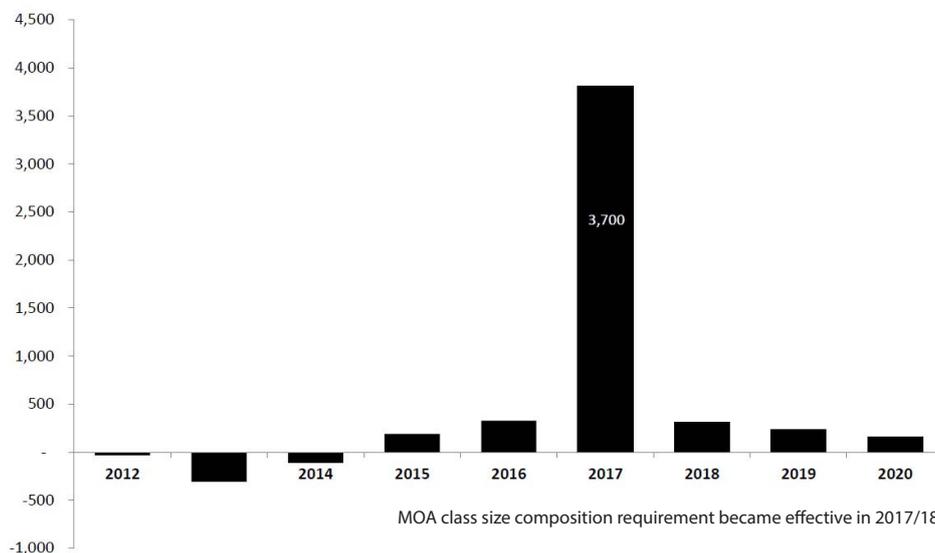
A. THE IMPLEMENTATION OF THE MOA EXACERBATED CLASS SIZE AND COMPOSITION

Presently, there are approximately 46,000 teachers employed in the province's 1,566 public schools. The MOA established smaller class sizes starting in the 2017/18 school year. Without the impact of the MOA, changing student enrolment was the most significant driver of the demand for the number of teachers; noting that the type of teachers and skill sets varies by district and school. In considering the years with overall student enrolment increases (past and future), approximately 300 more teachers are required (see Table 1).

Prior to the implementation of the MOA, there were many job postings for teaching positions – and several long-standing postings – suggesting acute shortages for some specialized positions.

The implementation of the class size and composition limits in the MOA combined with student enrolment increases added 3,700 new positions. The number of teaching positions exacerbated both pressures for classroom and specialized positions. For example, prior to the MOA, a long-standing vacancy for a Teacher Counsellor; after implementation of the MOA, that district had two vacancies for Teacher Counsellors. Therefore, the MOA merely deepened a pre-existing recruitment challenge.

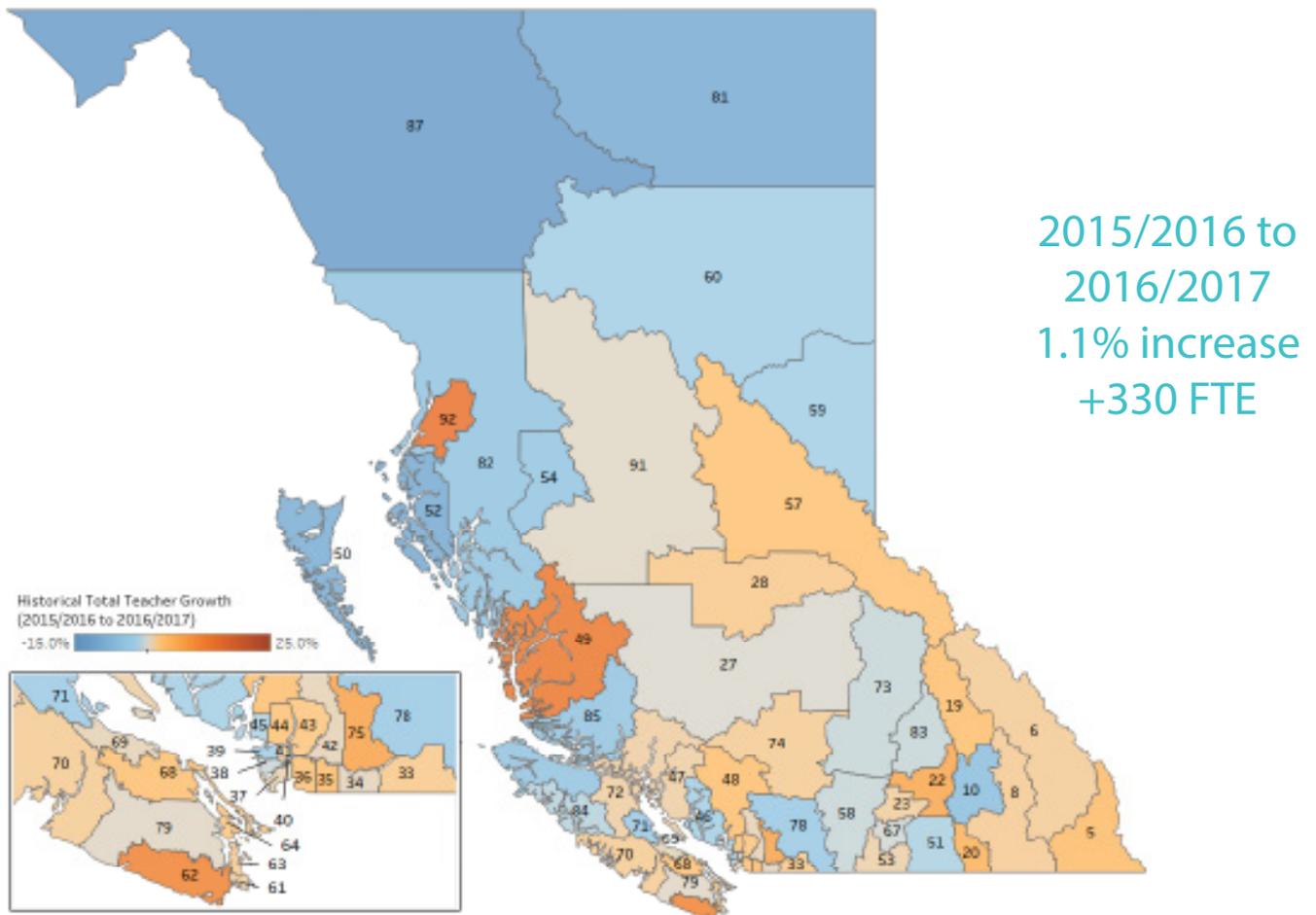
Table 1: NET CHANGE PUBLIC TEACHERS FROM ENROLMENT AND CLASS SIZE COMPOSITION



B. STUDENT ENROLMENT IS INCREASING, BUT IS UNEVEN ACROSS THE PROVINCE

In 2016/17, the overall student enrolment grew by approximately 1.1-percent; however, it is important to note that the overall growth in student enrolment is not uniform across the province, resulting in a range of demand for teachers. From 2015/16 to 2016/17, prior to the MOA, some school districts experienced an increase of 25-percent in the number of teachers. At the same time, other districts experienced a decrease in the number of teachers by 15-percent. Also noting changes can increase or decrease across districts from year-to-year, this variation highlights the need for teacher training programs to be responsive and nimble, and for districts to maximize all sources of teachers – from graduates of British Columbia and Canadian post-secondary institutions to experienced teachers from other provinces to those new to Canada.

Table 2: PUBLIC SCHOOL TEACHER EMPLOYMENT GROWTH



Conseil Scolaire Francophone schools are across the province. The number of employed teachers increased by 3.3%.

C. MEETING THE DEMAND FOR TEACHERS REQUIRES ADDRESSING MORE THAN RECRUITMENT AND RETENTION

Recognizing teaching quality is one of the most significant drivers of student outcomes [1], the Ministry engaged Learning First [2] – a global organization of researchers, consultants, policy advisors and teachers committed to education reform. Learning First was asked to provide insights into the components of workforce strategy that builds the capacity of educators to provide the highest quality instruction and continually improve their practice. A key finding of the Learning First report was the teacher development pathway. The pathway is a workforce policy framework that begins at identification (recruitment and selection into teacher training) and progresses across the duration of a teacher’s career. The Ministry presented the findings of Learning First to the Task Force to provide context for its mandate: to address recruitment and retention challenges – and recognize that other stages have important implications in relation to high quality instruction and student outcomes.

The Teacher Development Pathway:



D. TEACHER DEMAND IS MET BY SUPPLY FROM BRITISH COLUMBIA, ACCROSS CANADA, AND TO A LESSER EXTENT INTERNATIONALLY

At the provincial level, the annual increase in supply of teachers has, and is expected to continue to meet, the annual projected growth of teachers based on student enrolment forecasts. The exception is the current 2017/18 school year when there was the spike in demand for teachers due to the MOA implementation. As of December 2016 (the most current data available), the number of new Certificates of Qualifications [3] issued indicates there were 1,600 new certificate holders from British Columbian institutions, 778 from other Canadian institutions and 270 from international institutions. In three years, the number of teachers certified with training outside of British Columbia has increased by approximately 300 certificate holders.

[1] John Hattie “Visible Learning: A Synthesis of Over 800 Meta-Analyses Relating to Achievement” (2009); note, however, this work has been updated several times since 2009 with similar conclusions regarding the importance of teacher quality

[2] Learning First is an Australian-based research and consulting organization: <https://learningfirst.com/>

[3] The certificates were broken out by location of instruction

Table 3: NET ANNUAL INCREASE OF TEACHING CERTIFICATE HOLDERS

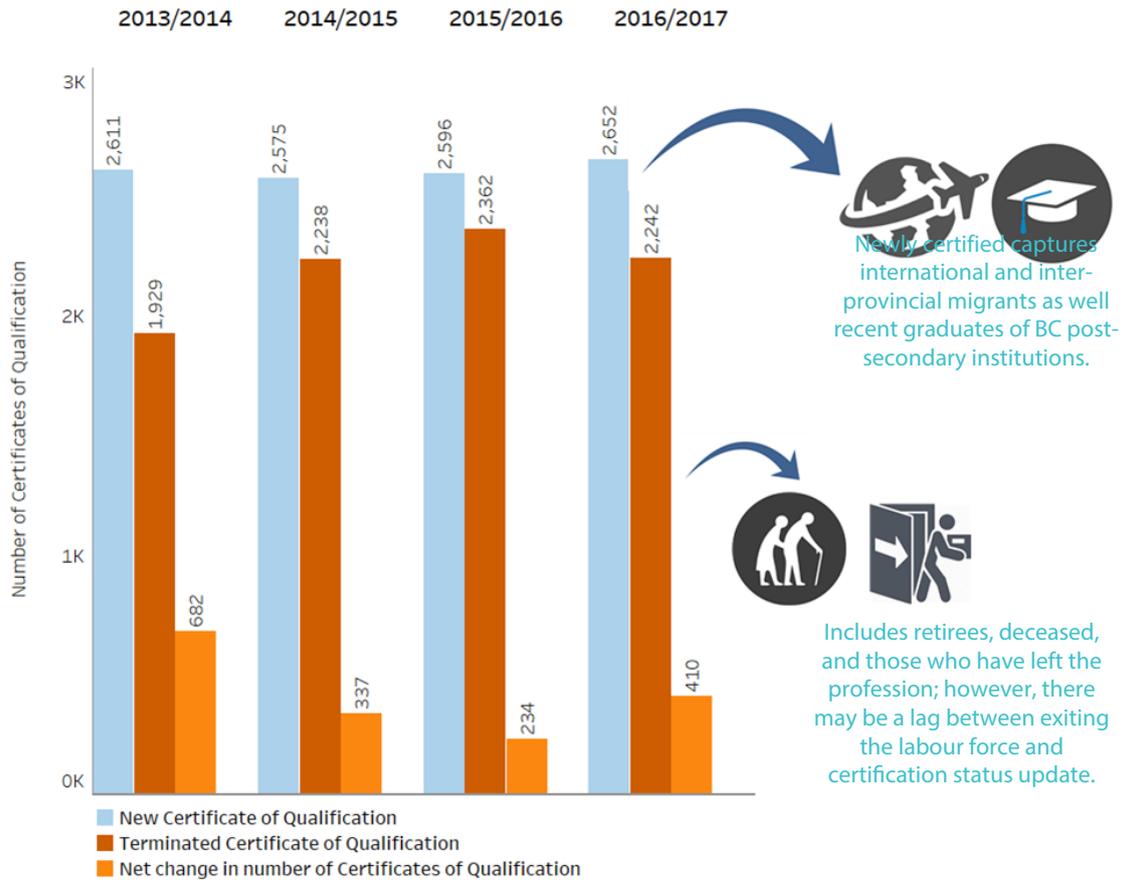
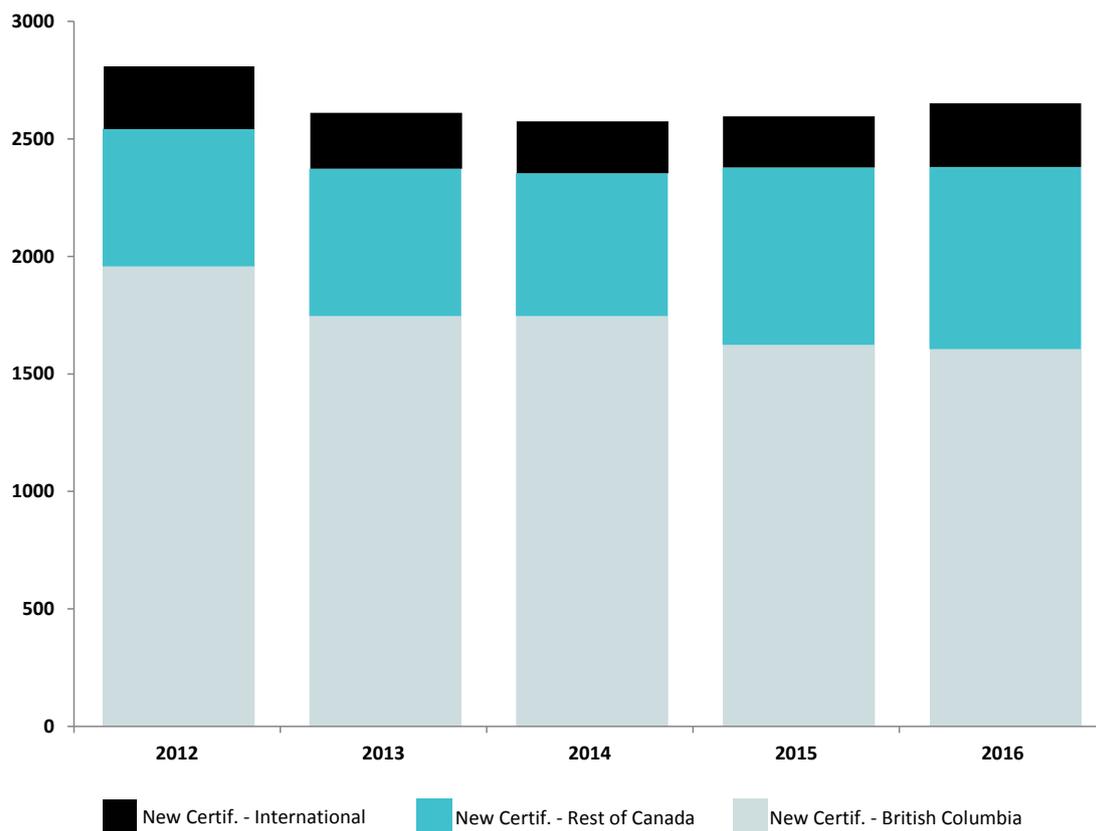


Table 4: SUPPLY OF TEACHERS OVER TIME: NEW CERTIFICATES BY TRAINING LOCATION



E. PROVISIONS WITHIN THE COLLECTIVE AGREEMENT THAT MAY IMPACT RECRUITMENT AND RETENTION OF TEACHERS ARE OUTSIDE THE SCOPE OF THE TASK FORCE

The Task Force was mindful that while certain provisions of the collective agreement can significantly impact recruitment and retention of teachers, any recommendations for mid-contract modifications were outside the scope of the Task Force's mandate. The members acknowledge that there are a number of other venues to consider any such proposals.

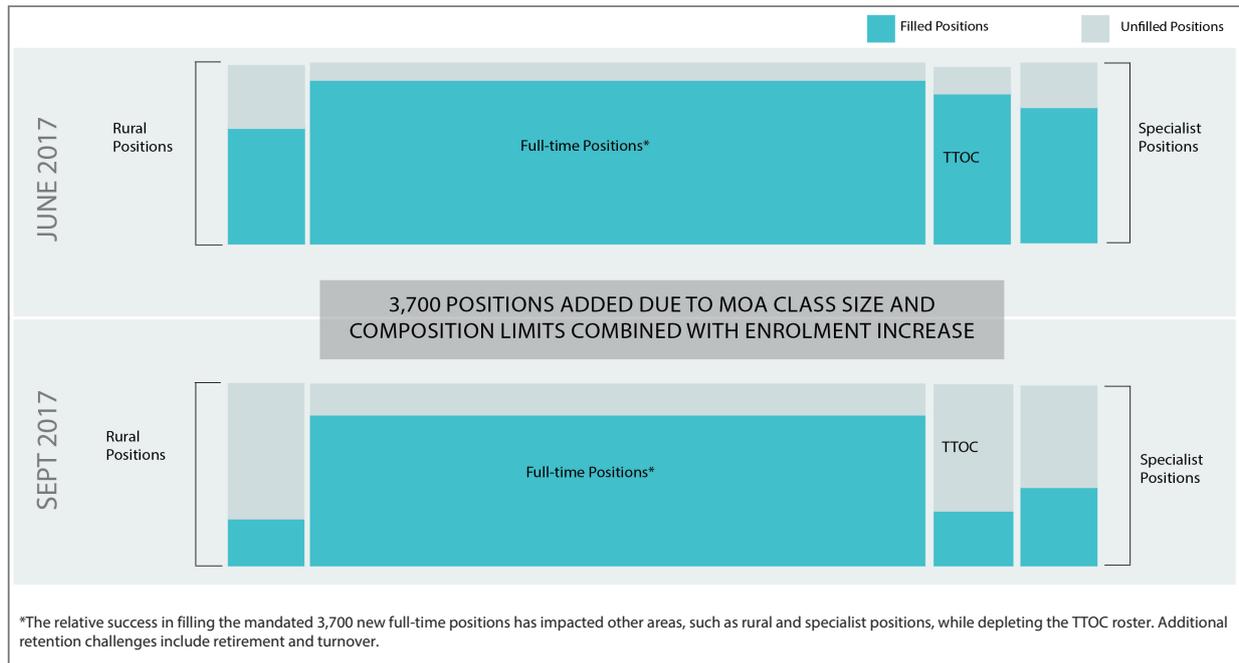
F. PROVINCE-WIDE SUPPLY OF TEACHERS MEETS PROVINCE-WIDE DEMAND FOR TEACHERS BUT THE DISTRIBUTION TO SPECIALTY POSITIONS AND REGIONS MAY NOT MEET DISTRICT LEVEL DEMANDS

It is the education sectors collective task to ensure enrollment increases are met with the right number of teachers, with the right skills, hired in the right locations. The Task Force acknowledges that while there is a good understanding of the overall province-wide supply and demand for teachers, district level information such as supply and demand for specialty positions and TTOC availability is incomplete. Also, the sector is unable to project needs for subject specialist teachers such as math, chemistry or language. For example, many districts report that while TTOC lists have remained somewhat constant, an increasing number of TTOC are not accepting assignments. The Task Force also sought data on retirement profiles and teachers leaving the profession prior to retirement to inform their deliberations, especially as it relates to retention; however, this data was again, not readily available.

G. SCHOOL DISTRICTS HAVE STATUTORY RESPONSIBILITY TO MANAGE STAFF IN THEIR DISTRICTS

Under the provisions of the *School Act*, Boards of Education are responsible for the operation and management of schools in their districts and for providing educational programs to public school students in their districts. They have broad authority to set local policy and are the employers of teachers and administrators. In this context, each district makes human resource decisions that align with the priorities of their district; therefore, the autonomy of districts to carry out their statutory responsibility, including hiring and managing staff, must be respected.

CLARIFYING THE PROBLEM



In their review of the available evidence, the Task Force found that the 3,700 public school teaching positions funded by the Ministry were a result of the class size and composition limits set out in the MOA. When combined with student enrolment increases in 2017/18, they represented a workforce challenge for the provincial education system. Reports from school districts indicate that the vast majority of that hiring had been completed, which led the Task Force to conclude that the consequences of the unprecedented hiring was the central issue for the Task Force to address. Namely, but not necessarily limited to:

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- Worsening pre-existing shortages of teachers in rural and smaller districts across the province.

The Task Force recognizes that as remedies for exceeding MOA class size and composition requirements are implemented, further strain on non-enrolling teachers and TTOC lists is expected. The Task Force additionally identified retention and a rise in turnover as a potential challenge, partly due to an aging workforce.

[1] Where it is not possible to meet the class size and compositions requirements in the MOA even after the district has made best efforts, flexibility has been built into the MOA through the allowance of remedies. A remedy for the teacher in the class that has not met the requirement additional teaching supports, or some other form of assistance.

While the objectives of the Task Force were clearly focused on immediate action, the nature of developing a high-quality workforce often requires long-term analysis and actions. Acknowledging this important point, the Task Force considered what could be done immediately that (a) does not impede or negatively impact actions that may be required in the long-term, and; (b) wherever possible, set up action for medium- and long-term success.

Equally important, workforce “shortages” occur for various reasons and differ across school districts. For example, a school district may have sufficiently met their needs for permanent classroom teachers, but did so by utilizing their TTOC lists, leaving a shortage in the latter, or hiring under qualified teachers for particular roles.

Notwithstanding the above considerations, the Task Force reviewed and considered the following information, concluding there is in fact a multi-faceted problem to address:

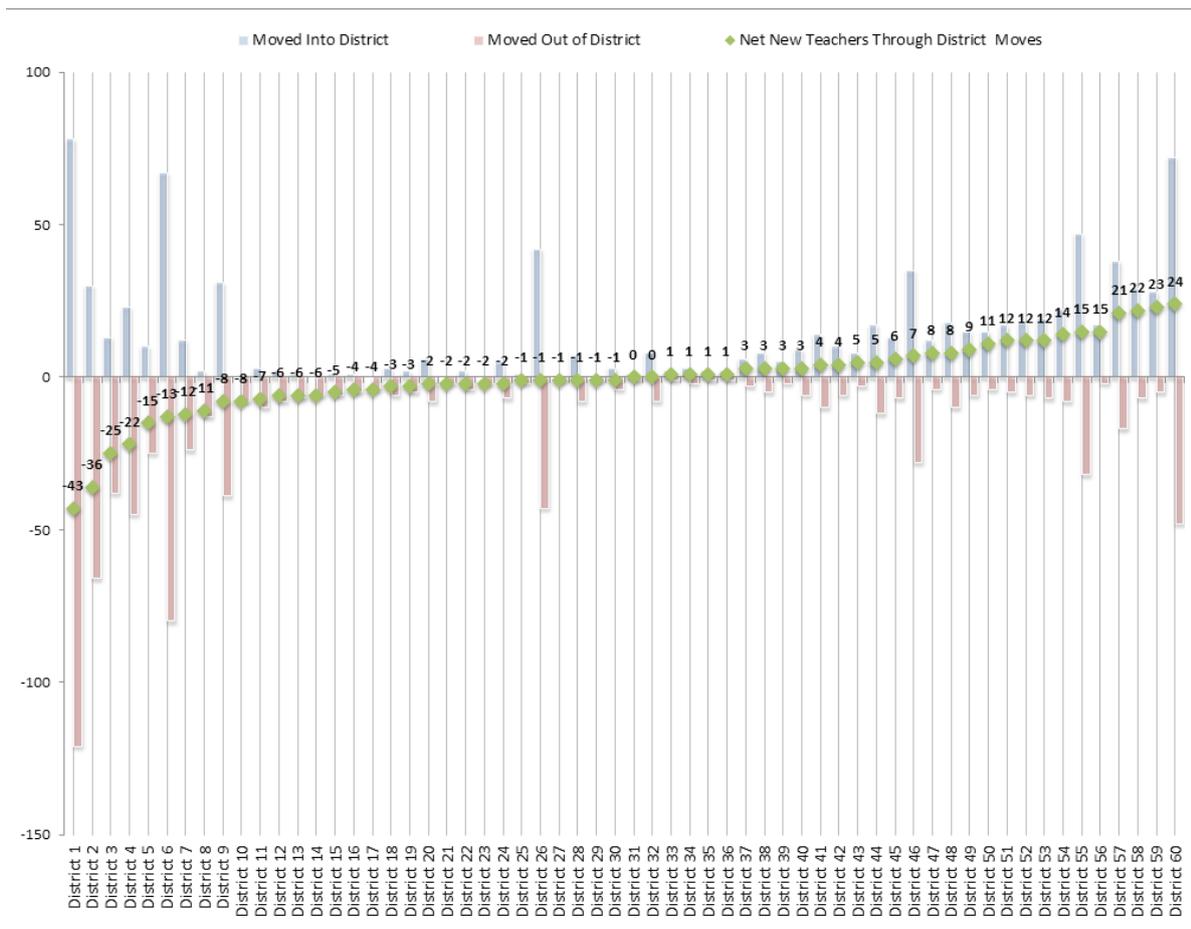
- Over the past several years, school districts have reported ongoing challenges hiring and retaining educators in some rural districts and those with specific subject specialties and/or specializations[1].
- In response to a survey by BCPSEA in October 2017, 54 school districts reported that the most challenging positions to recruit were: special education, counsellors, resource teacher/learning assistance, psychologist, French immersion, Teacher-librarian, Speech Language Pathologist, Core French/FSL and English Language Learning.
- Based on materials tabled from the Aboriginal Teacher Recruitment and Retention meeting, the number of Aboriginal Learners eligible to apply for teaching certification has remained consistently at, or below, 100 [2] and is not sufficient to reach the goal of having a workforce that reflects the student population.

[1] <http://vancouver.sun.com/news/local-news/northern-rural-districts-of-b-c-face-challenge-finding-teachers-to-fill-new-positions>

[2] 11/12 – 100 Aboriginal learners eligible to apply for teaching certificate, 12/13–90, 13/14–90, 14/15–80 and 15/16–105

- The vast majority of districts have reported success in hiring teachers for the 2017/18 school year, and while there has been a reported increase in the number of TTOCs over last year, the data is inconclusive[2].
- These aspects have been compounded by a high volume of inter-district movement of teachers. From July 1, 2016 to September 30, 2016, 308 teachers moved districts; during the same time period in 2017, 855 teachers moved districts; however, the net impact (the difference between those migrating into and out a district) was minimal. The net impact to 39 districts was a gain or loss of 10 teachers and only four districts losing more than 20 teachers and similarly only four districts gaining more than 20 teachers.

Table 5: TEACHER MIGRATION IN BRITISH COLUMBIA 2016/17



[2] The number of TTOC available is also inconclusive and varies depending on source and region. According to data from the BCTF, the number of TTOC who paid dues dropped from 6,713 in June 2017 to 5,613 in September 2017. The number of TTOC reported by the 54 districts who responded to BCPSEA’s survey increased from 6,200 in October 2016 to 7,200 in October 2017. Regionally, most districts increased the number of TTOC available from October 2016 to October 2017, with only two regional exceptions who experienced drops in the number of TTOCs.

RECRUITMENT AND RETENTION EFFORTS UNDERWAY

Boards of Education and education partners have taken action to address specific recruitment and retention challenges in the system. The ingenuity and resourcefulness of these partners and the initiatives created provide a platform for the Task Force to build recommended actions. The recommendations are not intended to replace these efforts.

Individual school districts around the province have taken the initiative to seek solutions for their own particular circumstances and accompanying challenges. The breadth of work underway in districts is extensive and deserving of thoughtful representation requiring time beyond that allocated for the Task Force's work. The Task Force has endeavoured to highlight a few examples of work underway, which are not necessarily the most important.

BCPSEA remains committed to recruitment through the Make a Future initiative, which is a joint venture between British Columbia's 60 public boards of education, the First Nations Education Steering Committee, and the Ministry of Education. Make a Future functions as the official job board of British Columbia school districts, and First Nations schools, and supports employers with many of their recruitment efforts. BCPSEA hired two new staff members tasked with recruiting and assisting graduates from out of province into jobs in British Columbia. Their newly appointed Placement Coordinator works with new graduates to determine what community best suits their desired lifestyle. BCPSEA is in the process of developing a marketing video showcasing the province as a superior destination to live and work. In order to meet potential out of province candidates in person, Make a Future organized presentations at universities including the Ontario Institute of Studies in Education, Concordia University, and University of Alberta. The presentations, emphasized the availability and advantages of working as a TTOC in British Columbia, which include the highest compensation in Canada, benefits, and professional development opportunities. Fifteen districts participated in these presentations. Of the four districts who reported, 27 teachers were hired, or are potential hires.

BCPSEA has initiated a labour market information study examining teacher recruitment and retention issues, so that systemic solutions can be developed. The first step in that process is a research project under Sector Labour Market Partnership, administered by the Ministry of Advanced Education, Skills and Training and funded through the Canada-British Columbia Labour Market Development Agreement.

The BCTF, UBC Faculty of Education, and the British Columbia School Superintendents' Association continued to advance the New Teacher Mentoring Project (NTMP), which launched in 2012. The project, funded by a grant from the Ministry of Education, offered a coherent, research-based, and sustainable system of support for teachers to refine their skills throughout the province. The project also facilitated workshops for mentors and early career teachers designed to build effective learning-focused relationships. The project sponsored a summer institute in mentor leadership held at UBC. The NTMP is currently seeking renewed funding – please refer to Appendix 5 for more information.

The BCTF and BCPSEA continue to support LOU #5 – Teacher Supply and Demand Initiatives. LOU #5 provides a remote recruitment and retention allowance of \$2,482.96 to full-time equivalent employees in select northern and remote school districts experiencing recruitment challenges. Part-time equivalent employees receive a recruitment allowance pro-rated to the full-time equivalent positions. Annual recruitment allowances are distributed each continuous year the teacher remains in the district.

The Ministry of Education developed the Rural and Remote Retention Fund, which is a provincial investment of \$2 million to enhance the recruitment and retention of teachers and other qualified education sector professionals to rural schools. The fund is designed to support local and province-wide solutions for school districts with hard-to-fill positions in rural and remote communities. The \$1.5 million Rural and Remote Work-force Sustainability Fund (RRWSF) is available to districts to provide incentives to recruit and retain qualified educators. An additional \$0.5 million was allocated to BCPSEA to provide centrally coordinated recruitment supports to rural school districts. Further information is provided in Appendix 4.

In anticipation of increased demand for certified teachers for the start of the 2017/18 school year, the Teacher Regulation Branch (the regulatory body responsible for issuing Certificates of Qualification) increased their processing capacity. They additionally prioritized certification processing to ensure certified teachers were available at the start of the school year. The British Columbia Teachers' Council passed a motion to introduce a process for certificate reinstatement.

It is important to note that BCPSEA and BCTF bilaterally continue to monitor the progress of recruitment and retention, and continue to discuss matters beyond those outlined by the Task Force in this report.

TASK FORCE DELIBERATIONS AND RECOMMENDATIONS



The Task Force was mindful of the need to ensure that recommendations are appropriately sized to the scope of the problem identified. When evaluating potential actions, the Task Force endeavoured to ensure that the recommendations would not have unintended consequences, such as create an oversupply of teachers, incent teachers to move away from areas under pressure, or have implications for collective bargaining.

The Task Force's first step when developing the recommendations was evaluating all of the available data. The Task Force next identified potential solutions, which were organized into immediate, medium and long-term implementation periods, and further by potential geographic sources of teachers. (See Appendix 1 for the Task Force's working process). In keeping with the mandate of the Task Force and the problem identified, the members considered and evaluated the immediate actions and arrived at the recommendations made in this report.

The approach assured that crucial components of the recruitment and retention challenge, that are outside the mandate of the Task Force, will be considered through other venues.

Time Frame	British Columbia	Interprovincial	International
Immediate (2017/18)	<ul style="list-style-type: none"> Expand rural and remote retention fund or continue 2 to 3 years Best practices – what are districts doing and how can they coordinate Housing incentives Mentorship programs for retention Review the efficacy of existing incentive programs Pursue federal funding for French immersion teacher recruitment 	<ul style="list-style-type: none"> Increase district and BCPSEA hiring coordinator capacity (for TTOC or speciality, and to get better data) Reduction or waiver of certification fees 	<ul style="list-style-type: none"> Increase district and BCPSEA hiring coordinator capacity (for speciality, and to get better data)
Mid-Term (2019)	<ul style="list-style-type: none"> Increase number of TEP grad (general and subject matter teachers) Demographics – understanding the personal circumstances of the TTOC population (housing, child care, commuting, etc.) Loan repayment (retention and close to full-time work for TTOC) Availability of specialty teacher prep programs in rural communities Analysis of Collective Agreement provisions that are barriers to recruitment and retention Ongoing task force to address recruitment (e.g. special educators) Identify links to other government initiatives (e.g. psychologists to mental health strategy) Increase the capacity of data and information sharing across organizations 	<ul style="list-style-type: none"> Central placement coordinator with XX regional reps (for TTOC or speciality, rural recruitment), wraparound services like housing 	
Long-Term (post 2019)	<ul style="list-style-type: none"> Targeted recruitment of administrators Increase number of aboriginal teachers 	<ul style="list-style-type: none"> Materials to market regional advantages (enhanced websites, online ads) 	<ul style="list-style-type: none"> Materials to market regional advantages

Time Frame	British Columbia	Interprovincial	International
Immediate (2017/18)	<ul style="list-style-type: none"> Expand rural and remote retention fund or continue 2 to 3 years Best practices – what are districts doing and how can they coordinate Housing incentives Mentorship programs for retention Review the efficacy of existing incentive programs Pursue federal funding for French immersion teacher recruitment 	<ul style="list-style-type: none"> Increase district and BCPSEA hiring coordinator capacity (for TTOC or speciality, and to get better data) Reduction or waiver of certification fees 	<ul style="list-style-type: none"> Increase district and BCPSEA hiring coordinator capacity (for speciality, and to get better data)

Establish a Province-Wide Recruitment and Retention Fund

Develop Regional Profiles & Recruitment Strategies

Increasing District's Human Resources Capacity

Increase the Number of Graduates in Positions under Pressure

Promote Rural Practica Placements

Support Teacher Mentorship

The Task Force's recommendations are a practical list of actions where implementation can begin promptly. The immediate recommendations will also prepare a foundation for systemic measures for the workforce challenges in British Columbia's public education system.

IMMEDIATE ACTIONS

Recommendation 1: Establish a Province-Wide Recruitment and Retention Fund

Each district operates under unique local circumstances established by a combination of environmental conditions (e.g. housing costs, remoteness for medical travel and training, and transportation barriers) and collective agreement requirements (e.g. post and fill, consultation with local unions, qualifications for specialty positions).

Districts have identified the need for resources and supports to address the issues that are most salient for them – from supports such as moving and travel expenses, to the capacity to deal with the increased volume of human resources activities, or training for existing staff to fill vacancies. The RRWSF model is flexible enough to accommodate the varied needs of districts. The Task Force recommends utilizing the RRWSF model as the vehicle to provide these supports; however, the current program must be made available to all districts and not just those in rural regions. Furthermore, the Task Force recommends that funding be made available for a longer period (two to three years) to provide districts assurances of a stable and certain resource. The regional profiles and strategies and increased district capacity referenced in Recommendations 2 and 3 can guide the parameters of eligible activities under the fund.

Recommendation 2: Develop Regional Profiles and Recruitment Strategies

While every district has a distinct nature, there are some characteristics that are shared regionally. For instance, districts in the Kootenays have a shared marketing advantage of attracting teachers seeking an outdoors lifestyle. Acknowledging that each region has a distinct set of advantages and challenges to navigate, the Task Force recommends that BCPSEA begins to consult with districts and education partners to develop regional profiles inclusive of district perspectives to leverage the shared characteristics. These profiles will highlight the unique characteristics of each region, including the areas needing additional regional support. The profiles may be used to inform recruitment and retention actions that districts wish to advance immediately through the Recruitment and Retention Fund (Recommendation 1), or to inform medium- and long-term priorities and actions. For example, these regional profiles can aid in the recruitment of out of province TTOC candidates during the presentations made by Make a Future.

Recommendation 3: Increase Support and Capacity for District's Human Resources

While similarities across regions exist because school boards are responsible for managing the resources in their districts to meet the needs of the local community; there are also wide variances between districts within those regions. Districts work with, and respond to, local partners (e.g. parents, local unions, students) and it is important that they have the discretion and support to appropriately carry out their statutory responsibility, including decisions to enhance recruitment and retention in their respective districts/regions.

Noting the particular circumstances of each district and the innovative and resourceful practices each employs, the Task Force identified that actions need to be taken to support districts to increase their human resources capacity. One specific area of human resource capacity that would benefit from attention is supporting diversity and inclusiveness to retain new teachers, which strengthens the educator workforce and helps reflect the diverse student population in the province's K-12 system.

Recommendation 4: Increase the Number of Graduates in Positions under Pressure

Data on demand for and supply of specialty positions is not comprehensive or robust. Some of the challenges are the result of limited numbers of applicants into teacher education programs (e.g. STEM undergraduates are in great demand by the technology sector and are not pursuing careers as high school math and science teachers). There are certain positions where the small numbers of vacancies can be especially problematic to a school district, such as teacher-librarians [1]. Furthermore, a consistently small number of Aboriginal teachers is impacting the education system's ability reach its goal of having a teacher workforce that reflects the student population.

While school districts work with BCPSEA and the Ministry to improve data capacity and address prerequisite barriers, the Task Force believes that immediate action must to be taken to bolster the number of graduates in positions where pressure is known, if not yet quantifiable. The Task Force recommends that the provincial post-secondary institutions assess where capacity can be added to teacher education programs in September 2018, to increase the number of graduates in positions under pressure.

Recommendation 5: Promote Rural Practica Placements

Rural districts have identified the lack of practica student placements [2] as a barrier to recruitment of new teacher education graduates, who are more likely to seek permanent employment in districts where they have previous work experience. Out of pocket travel and living expenses for students, as well as supervising requirements for post-secondary institutions means practicum placements in rural districts are infrequent. The post-secondary institutions have initiated informal discussions on mechanisms to increase rural practicum students, including the sharing of regional practicum supervisors. To date, no formal discussions to develop a model for collaboration between the institutions to increase rural practicum placement has taken place. The Task Force recommends post-secondary institutions convene a process for institutions to develop a proposal to promote rural placements in regions experiencing recruitment and retention challenges.

[1] The MOA requires one teacher-librarian for every 702 students

[2] According to post-secondary institutions, between 2008 - 2017, 113 student teachers requested placement at locations outside the Lower Mainland and Fraser Valley

Recommendation 6: Support Teacher Mentorship

The Task Force identified supporting new teachers as a key element to improve the retention of teachers, both new to teaching or new to a district. The migration of teachers between districts rose from 308 in the first quarter of 2016/17 to 855 for the same time period in 2017/18, which speaks to the need to pay attention to retention of teachers. The Task Force is aware that a number of districts operate mentorship programs; however, this practice is not equitable across all 60 districts. The Task Force acknowledges that there are a number of means to support new teacher onboarding and retention, which requires further evaluation and examination. The NTMP Advisory Committee has requested a three-year commitment of funding to establish sustainable mentorship programs in all school districts that provide comprehensive professional learning and support for teachers entering the profession, a new assignment, or a new community. The NTMP is supported by the education sector as an effective means to support new teachers. Given the significant increase in teachers who are new to a district, the Task Force recommends continued support for the NTMP model, while alternative options, including expansion of existing district level mentoring programs, are assessed. Please refer to Appendix 4 for more information about the NTMP.

MEDIUM TO LONG-TERM ACTIONS

The medium and long-term actions listed below will require additional examination and analysis. Underlying and supportive of this work (recognized by the Task Force) is the need for improved data collection and analysis to provide the evidence to better inform decisions. For example, a better understanding of the career path of teachers and movement between positions in the education system would help the sector's diagnostic capacity and target solutions that will have maximum impact.

To continue this work, the Task Force recommends the medium and long-term potential solutions identified in Appendix 1 be referred to BCPSEA for consideration as part of the Labour Market Partnership research project. The Task Force further endorses that specific recommendations impacting French and Aboriginal Teachers be referred to the French Education Stakeholders Advisory Committee and Aboriginal Post-Secondary Education Partners Table to leverage the infrastructure in place to address these specific challenges and expedite development of comprehensive strategies.

APPENDIX 1

Time Frame	British Columbia	Interprovincial	International
Immediate (2017/18)	<ul style="list-style-type: none"> • Expand rural and remote retention fund or continue 2 to 3 years • Best practices – what are districts doing and how can they coordinate • Housing incentives • Mentorship programs for retention • Review the efficacy of existing incentive programs • Pursue federal funding for French immersion teacher recruitment 	<p>Increase district and BCPSEA hiring coordinator capacity (for TTOC or speciality, and to get better data)</p> <p>Reduction or waiver of certification fees</p>	<p>Increase district and BCPSEA hiring coordinator capacity (for speciality, and to get better data)</p>
Mid-Term (2019)	<ul style="list-style-type: none"> • Increase number of TEP grad (general and subject matter teachers) • Demographics – understanding the personal circumstances of the TTOC population (housing, child care, commuting, etc.) • Loan repayment (retention and close to full-time work for TTOC) • Availability of specialty teacher prep programs in rural communities • Analysis of Collective Agreement provisions that are barriers to recruitment and retention • Ongoing task force to address recruitment (e.g. special educators) • Identify links to other government initiatives (e.g. psychologists to mental health strategy) • Increase the capacity of data and information sharing across organizations 	<p>Central placement coordinator with XX regional reps (for TTOC or speciality, rural recruitment), wraparound services like housing</p>	
Long-Term (post 2019)	<ul style="list-style-type: none"> • Targeted recruitment of administrators • Increase number of aboriginal teachers 	<p>Materials to market regional advantages (enhanced websites, online ads)</p>	<p>Materials to market regional advantages</p>

TERMS OF REFERENCE

Minister's Expert Panel on Immediate Recruitment & Retention Challenges

Purpose

The purpose of the Minister's Expert Panel on Immediate Recruitment and Retention Challenges is to:

- Verify the extent of the current educator workforce challenges and quantify those challenges, and
- Make recommendations on immediate actions that can be taken to address those specific challenges.

The panel will consider the available data, including certification, payroll and other labour market information, as well as district level classroom conditions. The recommendations will focus on the immediate actions that can be taken to address the challenges identified, recognizing the need to take measured steps to respect and balance districts' mandate and responsibilities with equity across all 60 districts. Final recommendations to the Minister are expected no later than December 2017.

The Expert Panel contributes to the K-12 education sector's long term strategy to establish a sustainable educator workforce in BC with qualified educators who will develop capable young people thriving in a rapidly changing world.

Context

Over the past several years, school districts have reported challenges in finding and retaining educators with certain specializations and in rural districts. Regional consultations identified learning assistance teachers, counselors, teacher librarians, senior math and science teachers, Aboriginal educators, and French teachers as positions that are difficult to recruit. In at least 15 rural school districts recruitment and retention challenges are a top priority.

The shortage has been exacerbated with the implementation of the Memorandum of Agreement, which led to the creation of 3,500 new teaching positions for the 2017/18 school year. To fill these vacancies, districts have turned to hiring from their Teacher Teaching on Call (TTOC) lists, resulting in depleted TTOC lists for the upcoming school year and increasing incidents of "uncovered" positions that are filled with internal reassignment of non-enrolling teachers and administrative staff.

Lead by the BC Public School Employers' Association (BCPSEA), the education sector is undertaking, through a labour market partnership (LMP), a comprehensive review of the educator workforce's labour market challenges, including but not limited to recruitment and retention issues. The LMP is expected to be launched before the end of 2017, and recommendations and findings of the LMP are expected within six to nine months of launch.

Proposed Membership of Expert Panel

The Ministry of Education's Assistant Deputy Minister, Governance and Analytics will facilitate the Expert Panel. The members, named by the Minister, will include:

- Chris van der Mark, Superintendent School District 54 (Bulkley Valley)
- Gina Niccoli-Moen, Superintendent School District 41 (Burnaby)
- Glen Hansman, BCTF
- Janet Stewart, BCPSEA
- Kris Magnusson, Dean, Faculty of Education, Simon Fraser University
- Ken Dawson, Executive Director, Public Sector Employers' Council Secretariat

The Expert Panel will be assisted by the Ministry of Education, who will provide data and analysis to ensure recommendations are data driven.

Panel Timelines

End of October:	First meeting of Expert Panel
Mid-November:	Initial recommendations submitted to Minister
End of November:	Engagement with LMP to refer systemic issues identified
Mid-December:	Final report submitted to Minister

Budget

An initial estimate of required resources to conduct this panel is \$25,000, which includes panel participation (e.g. travel), meeting related expenses and preparation of a final report.

Meeting	Agenda	Date/Location
Meeting 1 Context	See Agenda	October 30th/Vancouver, BC
Meeting 2 Workshop Day	<ul style="list-style-type: none"> ◆ Presentation of data and follow up from Meeting 1 ◆ Discussion and prioritize actions 	November 8
Meeting 3 Review	Review of findings and recommendations	November 22
Meeting 4 Presentation to Minister	Presentation of recommendations to Minister Fleming	December 11th, Victoria, BC

APPENDIX 4

RURAL AND REMOTE WORKFORCE SUSTAINABILITY FUND (RRWSF)

Completion of the recent consultation within the K-12 education sector on rural education practices and rural education funding indicated British Columbia's rural school districts must prioritize staff recruitment and retention. The Ministry of Education has allocated \$2 million dollars in funding to support the rural recruitment and retention priority. A one-time \$1.5million RRWSF was created as the first step towards addressing the issue. The RRWSF is intended to help rural school districts provide incentives to recruit and retain qualified education sector professionals to live and work in rural communities. The fund will be managed by BCPSEA and application to access the fund will be open until April 30, 2018. An additional \$0.5 million was allocated to BCPSEA to provide centrally coordinated recruitment supports to rural school districts. The funding has supported BCPSEA's development of their promotional video on British Columbia previously noted in a previous section of this report.

Current eligibility list for RRWSF funding applications:

- Be from one of 40 rural school districts (i.e. outside of Greater Victoria, the Lower Mainland and Kelowna areas) where isolation creates demonstrable challenges.
- Be employees new to the school district in any employee category (educators, support, exempt, and professional), with a particular focus on teachers and other in-demand education sector professionals (i.e. qualified Educational Assistants, Human Resources and Information Technology). Teacher-candidates on a practicum are also eligible for funding.
- Be used for non-compensation initiatives, including district level recruitment support.

Non-compensation related incentives covered under the fund include (but are not limited to):

- Relocation/moving expenses, including temporary lodging and travel expense.
- Relocation assistance including orientation to professional services and the local area and assistance for spouses/dependents seeking employment.
- Training and professional learning including travel, accommodation and course fees.
- Travel assistance for new teachers and their families during the first year of employment to maintain family connections.
- Teacher and administrator exchange programs/secondments between rural and urban school districts and reasonable administration and/or associated moving expenses.
- Assistance with the upgrade of existing qualifications for out-of-province teachers and Teacher Regulation Branch certification fees, as well as fees associated with attaining a work permit
- Support for student teachers on practicums (short and full) through reimbursement of reasonable travel expenses (including mid-practicum) and arranging for and covering local accommodation costs.
- Individualized publicity, marketing and branding support for the school district, working in conjunction with BCPSEA, as it seeks to recruit new staff.

APPENDIX 4 CONTINUED

Rural Districts eligible for the Fund:

- 5 Southeast Kootenay
- 6 Rocky Mountain
- 8 Kootenay Lake
- 10 Arrow Lakes
- 19 Revelstoke
- 20 Kootenay-Columbia
- 22 Vernon
- 27 Cariboo-Chilcotin
- 28 Quesnel
- 46 Sunshine Coast
- 47 Powell River
- 48 Sea to Sky
- 49 Central Coast
- 50 Haida Gwaii/Q.Charlotte
- 51 Boundary
- 52 Prince Rupert
- 53 Okanagan Similkameen
- 54 Bulkley Valley
- 57 Prince George
- 58 Nicola-Similkameen
- 59 Peace River South
- 60 Peace River North
- 64 Gulf Islands
- 67 Okanagan Skaha
- 68 Naniamo-Ladysmith
- 69 Qualicum
- 70 Alberni
- 71 Comox Valley
- 72 Campbell River
- 73 Kamloops/Thompson
- 74 Gold Trail
- 75 Mission
- 78 Fraser-Cascade
- 79 Cowichan Valley
- 81 Fort Nelson
- 82 Coast Mountains
- 83 North Okanagan-Shuswap
- 84 Vancouver Island West
- 85 Vancouver Island North
- 87 Stikine
- 91 Nechako Lakes
- 92 Nisga'a

APPENDIX 5

THE NEW TEACHER MENTORSHIP PROGRAM

The New Teacher Mentoring Project (NTMP) is a three-way partnership between the British Columbia Teachers' Federation, the University of British Columbia, and the British Columbia School Superintendents' Association. The NTMP has built differentiated models of mentorship across the province and established the resources and framework for high quality mentorship including distributed leadership capacity to support all urban, suburban, and rural regions of British Columbia through a Provincial Mentorship Resource Team (PMRT).

The NTMP proposes to use the extended funding to strengthen the influence and leadership capabilities of the PMRT, and support the retention of teachers in rural and northern communities, while focusing on increasing engagement and success for Aboriginal learners. Increased funding is further intended to mobilize research and evaluation, and technology to increase the scope and effectiveness of the project work.

The NTMP will sponsor and facilitate regionally based conferences to refine mentoring models, and promote the learning and practice of mentorship skills in all five regions of the province – inclusive of establishing an advisory team for local governance and program implementation within each unique district. The project will design and facilitate the annual Summer Institute on Mentorship at UBC, and create and distribute British Columbia focused mentoring resources, including video of coaching conversations based on British Columbia curriculum and practices for effective collaboration. The project will integrate technology to increase the scope of mentorship across districts by building virtual networks of mentors in areas of specialization and interest, and maintain and enrich the mentoring.bc.ca website. The NTMP hopes to contribute to research and policy that grounds mentorship effectiveness in evidence.

