

## Education Report: Additional support to increase teacher supply

<b>To:</b>	Hon Jan Tinetti, Associate Minister of Education		
<b>Cc:</b>	Hon Chris Hipkins, Hon Aupito William Sio, Hon Kelvin Davis		
<b>Date:</b>	15 July 2022	<b>Priority:</b>	High
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1290129
<b>Drafter:</b>	Rachel Clements Emma MacDonald	<b>DDI:</b>	-
<b>Key Contact:</b>	Simon Mandal-Johnson	<b>DDI:</b>	9(2)(a)
<b>Messaging seen by Communications team:</b>	No	<b>Round Robin:</b>	No

### Purpose of Report

To **note** potential new interventions to increase the supply of overseas and domestically trained teachers.

To **request feedback** on the proposals for increasing the supply of teachers, including any preferences you have for the different approaches.

### Recommendations

The Ministry of Education recommends you:

- a. **note** there are a number of emerging challenges in the supply of teachers with current trends suggesting that an additional 200 to 800 primary teachers and 400 to 1,000 secondary teachers *may* leave regular teaching in 2022 compared to 2021 levels. We see no reason to expect corresponding shifts in the demand for teachers during this period.

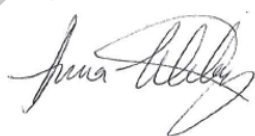
**Noted**

- b. **agree** to a strategic discussion to provide feedback on the proposals for increasing the supply of teachers, including any preferences you have for the different approaches.

**Agree / Disagree**

- c. **agree** to withhold release until an appropriate time after decisions are made about any announcements.

**Agree / Disagree**



Anna Welanyk  
Hautū Te Puna Ohumahi Mātauranga



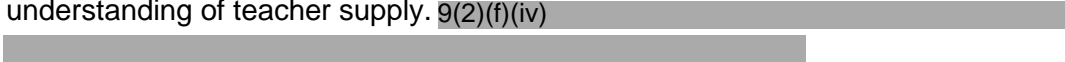








Hon Jan Tinetti  
Associate Minister of Education

15 / 07 / 2022

17/07/2022

## The supply of teachers is getting more challenging

---

1. The Ministry monitors a range of indicators that provide a near-to-real time understanding of teacher supply. 9(2)(f)(iv)  

  -   
  

  -   
  
  

  - 
2. If the current trends continue, we expect around **200 to 800 additional primary teachers and 400 to 1,000 secondary teachers may leave regular teaching in 2022** compared to 2021 rates. Should this indicative trend hold true, and there is no corresponding increase from overseas recruitment, they suggest that the teacher supply picture is more closely resembling the “fast” projections published in December 2021 which projected a national shortfall of teachers in secondary schools from 2022 onwards.<sup>1</sup>
3. While we do not have the same datasets for the Early Childhood Education (ECE) sector, we see similar signs of stress from a recent increase in the number of vacancies which now slightly exceed levels seen in 2019.
4. We continue to closely monitor changes in school rolls to estimate the total demand for teachers. While there is considerable uncertainty around net migration patterns over the coming months, we have no reason to expect the overall demand for teachers to materially change in the coming months.
5. We are also concerned that levels of enrolment into Initial Teacher Education (ITE) are lower than in 2021, reducing the number of teachers available to replace those leaving. As of April 2022, enrolment in **ITE was approximately 26 percent lower than its peak in 2021**. These are roughly the same levels of enrolment as in 2020. Similar trends are being seen in all three sectors (ECE, primary and secondary) [METIS 1261053 refers and gives more detail].
6. These trends compound the supply challenges being faced in subjects that are traditionally harder to recruit. Most importantly, it is difficult to recruit in science, technology, engineering and maths (STEM), ECE, and Māori-medium kaiako and teachers of te reo Māori. We are competing in an international market for STEM and ECE, while the Māori-medium sector is competing with the English-medium sector for fluent te reo Māori speaking teachers.
7. These trends are in line with patterns in the wider economy: unemployment in the general economy is at historically low rates, which we know correlates with declining

---

<sup>1</sup> [Teacher Demand and Supply Planning Projection - 2021 results | Education Counts](#)

interest in enrolment in ITE and increase in teachers leaving the profession to seek other opportunities.<sup>2</sup>

8. **We have a small window in which to act to address this issue for the start of the 2023 school year.** Term three is a critical time for schools to advertise teaching positions for the new school year and when students are starting to make decisions about ITE. The challenges also require us to think carefully about how we support the teaching profession in the years ahead. We know that we need to address immediate supply pressures, while also looking to 2023 and beyond.
9. **Our immediate focus is on recruitment, to ensure enough teachers are available for our schools in 2023.** As we develop further actions, we will include proposals to improve the retention of teachers.

## We can act to increase supply now

### *Increasing overseas recruitment now*

10. Recruiting overseas teachers is the quickest ways to increase the supply of teachers in New Zealand. In early July, we reopened a package of support for those who choose to recruit overseas, by providing \$3,450 of financial support to schools, kura and centres to cover the additional costs involved in overseas recruitment. We are also providing funding to cover up to \$5,000 relocation costs for overseas teachers [METIS 1284816 refers]. Given the timeline, it is too early to assess the impact of this package, although it has been welcomed by the sector, especially the ECE sector, who are eligible for the first time.
11. We are currently working with principals, ECE leaders, overseas teachers, as well as recruitment agents and agencies, to identify what it might take to attract additional overseas teachers to New Zealand. This work has focused on process improvements, designed to reduce the number of interested teachers who drop out of the process before entering New Zealand. Early opportunities identified include:
  - a. Providing clearer information on requirements for moving to New Zealand to teach, including a 'single source of truth' for key documents.
  - b. Providing a 'navigator' service to help applicants to manage through the system.
  - c. Providing greater clarity on expected salaries before entering New Zealand.
12. We're working on these opportunities already: they are 'no-regret' actions with minimal cost. 9(2)(f)(iv) We will report back by the end of August on the full findings from this work and further options.

13. 9(2)(f)(iv)

---

<sup>2</sup> This relationship has not been quantified in New Zealand but in England, recent (June 2022) research evidence suggests that a 1 percentage point increase in unemployment is correlated with a 6-percentage point increase in ITE enrolment

14. It is a finely balanced decision as to whether now is the right moment to further expand our international recruitment incentives. 9(2)(f)(iv)

We also know that term 3 is the peak time of year for overseas recruitment. However, we do not yet have data on the impact of the restarted Overseas Relocation Grant (ORG) and the Overseas Finders Fee (OFF) (see para 10), and conversations with participants in our design work have not identified lack of sufficient financial incentives as a critical barrier.

15. **Table 1** below sets out some options for how we could expand our financial support for overseas recruitment, should we choose to do so.

#### *Increasing ITE enrolment for 2023*

16. Recruiting internationally is not a substitute for growing the pipeline of New Zealand trained teachers. To do this, we need to increase enrolment in ITE (for new teachers) and the Teaching Council's Teacher Education Refresh (TER) programme (for returning teachers or those teachers who have not completed the requirements for registration). We have planning underway for a domestic-focused marketing campaign in term 3 and 4 this year to encourage enrolment into ITE for a 2023 start.
17. Currently, our main financial lever to incentivise enrolment into ITE are targeted scholarships. We have a set of 465 scholarships that are awarded annually to a small number of applicants who meet certain criteria. 9(2)(f)(iv)

#### *Increasing enrolment in the Māori-Medium Sector*

20. We have recently re-evaluated how we recruit Māori-Medium ITE students. It is becoming clear that the Iwi/Māori Workforce Support Package is one of our most successful programmes to increase enrolment in the Māori-Medium sector. This package involves two streams of funding, one to enable the student to attend ITE and one for the Iwi to provide any additional support they determine is needed to support the student. We are currently working to deliver this with 11 Iwi: with additional funding, we could work with more Iwi. 9(2)(f)(iv)

21. In the medium term, there are other ideas that can strengthen the pipeline into the Māori-Medium sector. Employment-based ITE is showing to be a more effective way to attract Māori into a teaching profession, with greater success than the traditional

Teach NZ scholarships. This is due to Māori-Medium teachers often entering ITE later than other ITE students, often once they have started a family. The Employment-Based ITE programme allows a person to be training while working in a kura. This means they can earn while in training and does not require them to travel to a centre with an ITE provider.

## We also need to think beyond 2023

22. The above proposals amount to actions to increase ITE enrolment and to examine options for people returning to teaching in the next 12-24 months. They sit largely within existing policy settings and will not necessarily tackle some of the deeper structural challenges facing the sector, for example making a step-change in the well-being of staff and improving the retention of teachers, especially newly qualified teachers. 9(2)(f)(iv)
23. In the medium and longer-term, we have the opportunity to explore more innovative options for ensuring sufficient workforce supply, including facilitating effective online and hybrid platforms for learning, especially in subjects of perennial shortage such as STEM. We also have the opportunity to explore expansions to in-work forms of ITE training ('EBITE') as well as more regionally targeted forms of ITE training, linked with the Te Pūkenga - New Zealand Institute of Skills & Technology reforms.
24. However, to see a true shift in those areas, we need to target our approaches at the areas, and at the times, that really matter. We know that we will need to be strategic in choosing which challenges to focus on first, given scarce time and change capability.
25. We propose to partner with the sector to create solutions to the most enduring problems. We propose to have a wānanga, aimed to be held in late September, to bring the sector together to co-design solutions that will form a multi-year workplan, with changes implemented from 2023. 9(2)(f)(iv)
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

## Next steps and timeline

26. We request a strategic discussion with you as soon as convenient for you to explore the options in greater detail and to understand your preferences. We will then develop the options with urgency, including testing in confidence with the sector and identifying budget options. We will also report back to you by August on potential additional support to overseas recruitment coming out of our design work with the sector (see para 12).
27. We will plan to share the latest insights on key labour market metrics on a fortnightly basis with your office.

## Proactive release

28. We recommend that release of this report is withheld until after any announcements are made on any of the proposals in this report.

<b>Table 1: Additional options, rationale, and costs to recruit international teachers</b>				
	<b>Option and cost</b>	<b>Rationale</b>	<b>Evidence</b>	<b>Impact</b>
<b>EXPANSION</b> <b>Overseas Finders Fee</b> (OFF) All amounts are GST inclusive	Expanding the OFF to include all primary schools and more of the ECE sector  The proposal will triple the number of grants to 1,800 grants. <b>\$6.21m</b>	The fastest way to increase the numbers of teachers to recruit internationally.  There is an option to delay a decision on any expansion of financial support to the sector until we have good data on the current uptake of these initiatives.	We do not have recent data on the usage of the OFF and the ORG from the sector. These were paused when the border closed. Before COVID, there was good uptake from the sector and positive feedback.	This addresses the critical issue of increased teacher supply for the 2023 school year.  Tripling the numbers of OFF and ORG will send a clear message to the sector we are working to ensure options are available to them.
<b>EXPANSION</b> <b>Overseas Relocation Grant</b> (ORG) All amounts are GST inclusive	Triple the number of ORG to cover all overseas teachers who take up a role in New Zealand.  In addition, expand the amount awarded to be approximately in line with NSW's relocation grant.  This will be total of 1,800 grants up to \$10,000 each (from \$5,000 today). <b>\$18m</b>	The risk of this is that we will miss a crucial recruitment window in the second half of this calendar year.	We know that we compete for teachers in a globally competitive marketplace. NSW, VIC and QLD in Australia and other countries are using a range of support measures to help schools recruit and attract overseas teachers in their areas of greatest need such as STEM, ECE and rural and remote locations.	This is untargeted and would benefit the three sectors equally.
<b>NEW</b> <b>NZQA fees</b>	Funding the NZQA assessment fee of \$746 to cover all overseas teachers up to 1,200* grants. <b>\$1.096m</b>  *this could be increased to 1,800 if all OFF and ORG places are filled.	Overseas teachers are put off by the NZQA upfront cost to see if their qualification is recognised in New Zealand. This creates a barrier to overseas teachers finding out if they can teach in New Zealand and therefore progressing on to teach.  We propose to remove financial barriers and provide dedicated resource to prioritise overseas applicants.	The evidence for this and the below proposed changes is drawn from sector feedback from work with Toi Āria, Massey University School of Creative Arts	This will streamline and speed up processes. It will change to reduce frustration.  This is untargeted and would benefit the three sectors equally.
<b>EXTENDING</b> <b>Teaching Council processing assistance</b>	Funding for <b>two assessors</b> for overseas teacher assessors dedicated to processing overseas teachers <b>\$0.098m.</b>	Ensuring timeliness of processing will remove a barrier for recruitment of overseas teachers.	The COVID response successfully increased the number of Limited Authority to Teach and supported schools to ensure classes could continue.	