



Briefing Note: Supply of secondary school teachers

To:	Hon Jan Tinetti, Minister of Education		
Cc:			
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Purpose of Report

This paper provides background information on action being taken to proactively address pressures in the supply of secondary school teachers, and comments on the contribution of enrolments in initial teacher education to teacher supply.

Officials are available to discuss the current state of supply and interventions, and the contribution of enrolments in initial teacher education with you.

Summary

- As reported to you previously, teacher demand and supply projections suggest reasonably tight supply in the secondary sector for several years at the *national* level. Projections show a negligible surplus of secondary teachers in 2023 with subsequent years looking more challenging, peaking in 2025, before tapering off.
- The Ministry is therefore taking a proactive approach to addressing projected supply pressures. Government's new investment in September 2022 has been used to pilot alternative secondary ITE pathways, financially support career changing individuals to enter teaching, financially support schools and kura to recruit overseas teachers, financially support overseas teachers to relocate to New Zealand, reducing processing times and costs for overseas teachers, and supporting the transition from graduation to employment by matching beginning and returning teachers to long-term positions.
- Without September's investment the forecast for teacher supply would be more challenging. The increase in supply expected from this investment is included in our teacher supply projections.

- We continue to look across the areas impacting teacher supply, including retention of the current teacher workforce, teachers returning to the workforce, recruitment of overseas teachers, and teachers entering the workforce from initial teacher education (ITE).
- ITE graduates are an important part of growing the teaching workforce each year. ITE enrolment rates have been reasonably stable since 2016, following a period of oversupply. Current ITE graduates on their own are not sufficient to meet teacher demand, so government has made a series of proactive investments to bolster supply, as noted above.
- A bid for Budget 2023 has also been developed to continue the proactive approach to addressing teacher supply pressures. The proposed investment recognises that, from time to time, ITE enrolments need to be supplemented with initiatives to enable alternative pathways into teacher, attract former teachers to return, retain existing teachers, and recruit teachers internationally.

Proactive Release

- a. **agree** that the Ministry of Education release this briefing once it has been considered by you, with appropriate redactions in line with the Official Information Act.

☒ Agree / ☐ Disagree.



Anna Welanyk
Hautū Te Puna Ohumahi Mātauranga

02/03/2023



Hon Jan Tinetti
Minister of Education

04/03/2023

Background

1. We provided you with an Education Report on the release of Teacher Demand and Supply Projection (TDS) in November 2022 which set out projections for the supply of all teachers in the compulsory English medium sector [METIS 1299125 refers]. The 2022 TDS was released on 15 December 2022.
2. This report outlines the Ministry's proactive approach to increasing supply of secondary school teachers given pressures in secondary teacher supply, and comments on the contribution of enrolments in initial teacher education (ITE) to teacher supply.

Various factors influence secondary teacher supply

3. Teacher supply is influenced by several factors including the:
 - a. number of ITE graduates entering teaching
 - b. number of former teachers returning to the sector
 - c. number of overseas-based teachers moving to New Zealand
 - d. retention rate of existing teachers.
4. The Ministry prepares an annual, national level teacher demand and supply projection for the school sector for subsequent years so that it can proactively address emerging issues. The TDS is constructed to forecast the number of teachers required by schools, and to compare this with an estimate of how many teachers are projected to be available in the system in the future at the *national level* (not school level). The projection considers: teacher head count; forecast numbers entering and leaving the workforce; current policy settings and school hiring practices; and key 'macro' factors that impact entry and leaving rates.
5. This year's TDS includes assumptions around the success of the September 2022 teacher supply investment, but does not include any policy change under development or any additional supply interventions that may be implemented.
6. The 2022 TDS projections are summarised in Table 1 below and show that at a national level there will be a negligible national surplus of secondary teachers this year, with potential deficits in subsequent years. In the 2023 teaching year, the TDS projects there will be a surplus of 365 under the high scenario and a deficit of 42 under the low scenario.¹

Table 11: Secondary School Demand-Supply Model

Year	Demand	High Scenario			Low Scenario		
		Supply	Gap		Supply	Gap	
2023	28,089	28,454	365	1.3%	28,047	-42	-0.1%
2024	28,459	28,492	33	0.1%	27,948	-511	-1.8%
2025	28,582	28,444	-138	-0.5%	27,954	-628	-2.2%

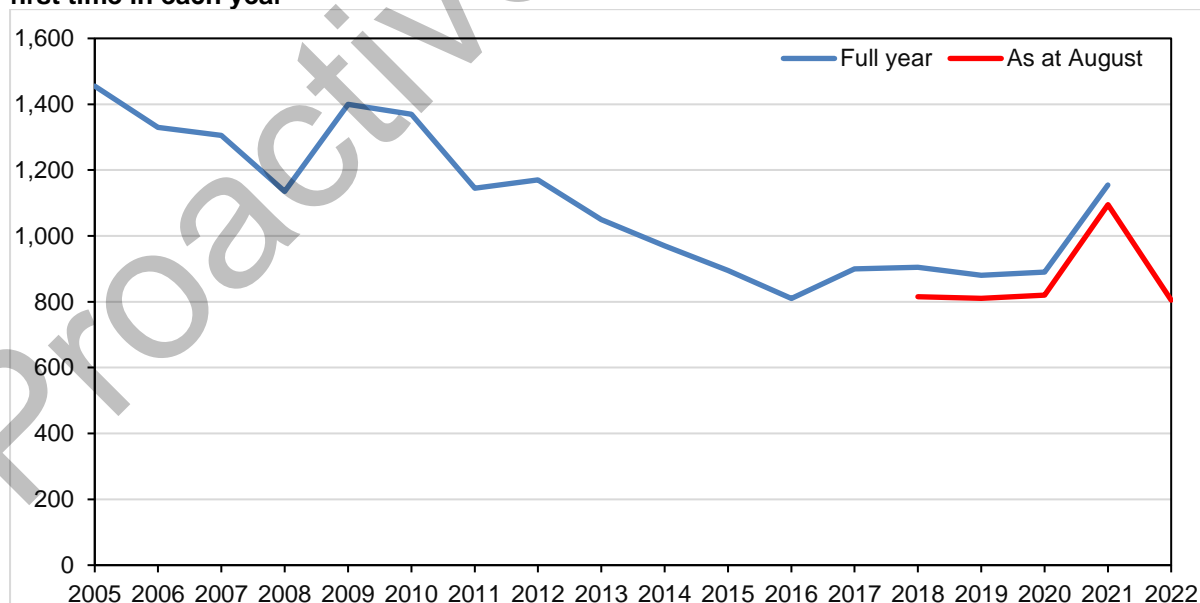
¹ In the 'high' scenarios, we assume a return to a pre-COVID-19 numbers for teachers entering and remaining in the profession. We also assume 100% take-up rate across the suite of teacher supply initiatives, including 1360 overseas teachers, announced in September 2022. In our 'low' scenarios, we assume lower retention rates and take-up rates of between 50% and 65% across the different teacher supply initiatives in September 2022.

7. The outlook for subsequent years looks more challenging with deficits predicted to grow, peak in 2025, before tapering off. This peak is driven by a period of higher birth rates between 2008 and 2011 and several years of net positive migration of younger school-aged children. Demand at secondary level is projected to gradually decline after 2025 as these students age out of secondary school.
8. These national projections do not account for different supply pressures across subjects. We know there are already systemic supply pressures for subjects such as STEM and te reo Māori.
9. Year on year we work with the sector to continue improving our teacher forecasting methodology. The Secretary for Education uses sector feedback to signal teacher supply needs to TEC, which informs the funding determinations they set for each Tertiary Education Institution (TEI).

Enrolments in initial teacher education are one factor influencing supply

10. Figure 1 shows the number of domestic students enrolling in secondary ITE. Full year data is presented from 2005 to 2021 and shows that there was a surge in participation during the Global Finance Crisis around 2009 and 2010 resulting in a relative over supply of teachers. Secondary ITE enrolment rates stabilised from 2016, until a temporary surge in 2021 related to the COVID-19 pandemic.
11. The part year 'as at August' data in Figure 1 suggests that enrolment in 2022 is returning to levels seen prior to the COVID-19 pandemic. There were 805 first time domestic students enrolled in secondary ITE as at August 2022. This is down from 1,095 students at the same time in 2021 but is consistent with the levels seen in the years immediately prior to the COVID-19 pandemic. For example, the annual average as at August enrolment between 2018 and 2020 was 815.

Figure 1: Number of domestic students enrolling in a secondary level ITE qualification for the first time in each year



Source: Ministry of Education (2023)

12. These fluctuating patterns are expected. Historically, tertiary education enrolments have fluctuated in line with economic conditions and labour market trends. For example, there was an extended period where participation in provider-based tertiary

education by domestic students was decreasing as economic conditions improved following the Global Financial Crisis. Between 2011 and 2019, the total number of domestic students in provider-based tertiary education decreased by 14%.

13. Teacher education was one of the highest growth areas in tertiary education participation in 2021. The total number of domestic students in provider-based tertiary education increased by 9% in 2021, while the number of first time secondary ITE students increased by 30%. The larger scale of the increase in secondary ITE, and ITE in general, likely reflects teacher education being seen as a safe option during times of economic uncertainty.
14. This stabilisation in enrolments also corresponds with an increase in the rate at which ITE graduates are employed in teaching. Research undertaken by the Ministry in 2019, shows that for secondary graduates, the transition rate from ITE to employment has increased from 69% for the 2012 cohort up to 79% for 2017 graduates.^{2 3}

Proactive steps are being taken to address projected supply pressures

15. Government has made a series of investments between December 2017 and September 2022 to develop and expand teacher supply initiatives to supplement expected patterns of ITE enrolment and graduation. The focus of the investments recognises the growing importance of alternative pathways into teaching, attracting former teachers to return, retaining existing teachers, and recruiting internationally in growing teacher supply.
16. The latest investment was in September 2022. Cabinet allocated \$23.626 million to increase secondary teacher supply by up to 177 domestic teachers and 760 international teachers. Funding was more heavily weighted toward the secondary sector because of its greater supply pressures. Initiatives designed specifically for secondary are delivering very close to expected up-take. An overview of these investments is provided in Annex 1.
17. At a high level, current Ministry teacher supply initiatives include:
 - a. Buying teachers from overseas through
 - i an international marketing campaign to attract overseas teachers
 - ii financial support to help with overseas teacher recruitment costs
 - iii financial support to help teachers relocate to New Zealand
 - b. Growing the domestic pipeline of teachers through
 - i a marketing campaign to attract students into ITE
 - ii scholarships to support students through ITE
 - iii piloting alternative ITE models at secondary level
 - iv allowing people to teach without a formal qualification in positions where there is a need for specialist skills
 - c. Retaining existing teachers through
 - i fees free training for returning teachers
 - d. Distributing teachers across the country through
 - i offer a brokering service for beginning and returning teachers to long-term positions.

² For example, the transition rate in 2017 represents the proportion of ITE graduates who graduated during 2017 and went on to appear on payroll as a teacher by the end of 2018.

³ The Ministry of Education (2019) Transitions of Initial Teacher Education graduates into teaching. See https://www.educationcounts.govt.nz/_data/assets/pdf_file/0011/196346/He-Whakaaro-Transitions-of-ITE-graduates-into-tea....pdf

18. More detailed information on these initiatives is provided in Annex 2.

Funding is being sought in Budget 2023 to continue our proactive approach

19. Due to ongoing supply challenges, particularly at the secondary level, the Ministry has developed a Budget 2023 bid seeking funding over three years to continue teacher supply initiatives that do not have funding beyond June 2023.
20. Funding will be used to support more people into ITE, incentivise overseas teachers to move to New Zealand, assist former teachers to return to the profession, and help match graduates and returning teachers to long-term positions, with an emphasis on the secondary sector.
21. Funding is expected to support up to 2,695 teachers over the next two years, of which 1,195 are secondary teachers.

Risks

22. At a national level the TDS projects a surplus, anecdotally however, we know that the situation at a regional or school level can be very different. We continue to hear from some principals and peak bodies that recruitment remains a challenge.
23. We will continue to monitor payroll data for terminations to complement our understanding of sector voices about recruitment pressures and churn in the sector.
24. We expect comment from principals and peak bodies highlighting ongoing recruitment challenges. This may extend to criticising the supply modelling at a national level and that it does not reflect their experiences.
25. It will be important to reiterate in communications that the TDS is a projection at the national level. Many factors will impact the actual reality, such as teacher turnover, and the TDS should be considered alongside other teacher supply information, such as monthly retention rates, job advertisements and readvertisements, and qualitative information from the sector. The TDS helps us to better understand the balance between future demand and supply and design interventions to better manage supply.

Next Steps

26. Should you choose, officials are available to meet with you to discuss the current state of teacher supply at the secondary level and interventions to address these pressures.

Annexes

- Annex 1: Overview of past teacher supply investment
Annex 2: Summary of secondary-related teacher supply initiatives

Annex 1: Overview of past teacher supply investment

Year	Purpose
December 2017	<p>In response to tightening teacher supply in certain locations, subjects and parts of the sector including Auckland, STEM subjects and te reo Māori, Cabinet agreed in December 2017 to a \$9.5 million suite of teacher supply initiatives for 2018.</p> <p>These initiatives included:</p> <ul style="list-style-type: none"> • supporting beginner teachers, • incentivising former teachers to return, • increasing employment-based initial teacher education (ITE), • supporting schools in recruitment, and • incentivising teachers to take up employment in Auckland and overseas teachers to move to New Zealand.
Budget 2018	<p>In Budget 18, \$19.966 million was allocated over four years to:</p> <ul style="list-style-type: none"> • extend existing teacher supply initiatives • introduce the Overseas Finders Fee grants to help with overseas teacher recruitment costs. <p>An additional \$6m was allocated to the ongoing Voluntary Bonding Scheme.</p>
October 2018	<p>\$10.6 million was allocated to fund initiatives for 2018/19 that included:</p> <ul style="list-style-type: none"> • support to recruit overseas teachers, • increase the number of Limited Authority to Teach granted, and • provide financial support to schools to recruit and provide structured mentoring for beginning teachers.
Budget 2019	<p>\$95 million was allocated out to 2022/23 to provide:</p> <ul style="list-style-type: none"> • more ITE scholarships, • introduce Iwi-based scholarships, • increase Teach First NZ places to recruit graduates and professionals into low decile secondary schools where they teach while completing a postgraduate teaching qualification, • increase places in a new employment-based teacher education programme for secondary teachers, and • support more beginning teachers into their first roles through the National Beginning Teacher Grant and the Voluntary Bonding Scheme.
September 2022	<p>Cabinet agreed to allocate \$23.626 million to increase teacher supply by up to 177 domestic teachers and 760 international teachers. Funding was allocated to:</p> <ul style="list-style-type: none"> • match beginning and returning teachers to long-term positions, • pilot two secondary school based ITE schemes, and • increase the number of career changer scholarship to attract more ITE enrolments.

Annex 2: Summary of secondary-related teacher supply initiatives

Initiative description	Solely Secondary focussed?
Buy	
Come Teach Us To increase take up of Overseas Relocation Grants and support the teacher supply pipeline, a campaign aimed at experienced teachers who were already actively considering moving was launched in October 2022. This campaign ran in the UK, Ireland, Canada and Singapore. During the campaign nearly 70,000 unique website visits were made and generated a lot of interest in New Zealand.	No
International recruitment As part of the September 2022 supply package, we increased the reactivated Overseas Finders Fee from 600 to 1,360 places which provides \$3,450 to schools and early learning centres for overseas recruitment costs. We also increased the Overseas Relocation Grant covering relocation costs for overseas teachers from \$5,000 to \$10,000 and increased the number of places from 600 to 1,360. We provided additional financial support to the Teaching Council, NZQA and Education Payroll Limited to speed up the processing of overseas teacher registrations, and qualification and salary assessments. We removed NZQA's \$746 assessment fee for overseas qualifications for 2,400 overseas teachers. Between 14 September 2022 and 18 February 2022, we had 2,400 applications for fee-free NZQA assessments, with all the allocation now taken.	No but 50% of Overseas Relocation Grants are provisionally allocated to secondary teachers
Grow	
Become a Teacher The 'Become a Real influencer: Go Teach' campaign ran from mid-October until mid-December 2022 when the ITE application window closed. The campaign was aimed at people aged between 18 – 24 years old and thinking about next steps in their career. During the campaign just under 97,000 unique website visits were made with over 400 clicks made on web sections by people looking for more information. We are planning to do a further round of activity in June / July 2023 to align with the next round of ITE enrolments.	No
Teach NZ website redevelopment We are working on the redevelopment of the TeachNZ website to improve its effectiveness. Initial scoping has been completed and a business case is currently being drafted for the build and content development phase of the project.	No
Teach NZ Scholarships Approximately 465 scholarships are offered across five categories each year to help support students into ITE. They cover course fees and pay an allowance throughout the duration of study. <i>Take up in secondary sector - In 2022, approximately 40% of scholarships were offered to secondary ITE students.</i>	No but priority is given to secondary ITE and those planning to teach in STEM
Secondary Schools' Teacher Training This pilot programme offers an alternative to the traditional teacher education model. Student teachers are taught through a combination of online learning and daily practice with subject specific instructors whilst they are immersed in a secondary school.	Yes

<p>The University of Waikato scheme typically has students that are career changers looking to move into teaching. The programme had 100% completion in 2022, with all twenty-three graduates starting jobs in term 1 2023. The University of Auckland scheme began in 2022 and is directed towards recent graduates.</p> <p>The funding from the Ministry has provided for up to 100 student teachers. This has allowed for rapid expansion of both programmes.</p> <p><i>Take up</i> - For term 1 in 2023, there are 92 teachers in training at 39 schools. This is 60 more teachers than went through the programme last year. Of the 92 teachers now enrolled 39 are in STEM and two are in te reo Māori</p>	
<p>Recruitment, Retention, and Responsibility National Fund (3RNF) This supports schools that have struggled to attract a qualified teacher. It enables schools to employ people with subject matter expertise as a Limited Authority to Teach (LAT) teacher from the domestic market. 126 grants have been delivered.</p>	No
<p>Teach First NZ The Teach First NZ Programme is employment-based and provides participants with the opportunity to teach in a secondary school serving a low-income community, whilst completing a postgraduate qualification. To date 253 participants have progressed to becoming a registered teacher.</p> <p><i>Take up in secondary sector</i> - 120 participants are currently undertaking the programme across cohorts 2021 and 2022.</p>	Yes
<p>Māori Medium Employment Based ITE Employment Based ITE programmes provide an opportunity to earn while you learn and teach, and focus on shortage subjects, including te reo Māori and the over-arching provision of Māori medium education.</p>	No
Retain	
<p>Teacher Education Refresh Returning teachers who have not taught in the past five years are required to complete a Teacher Refresher Programme. The programme is a flexible, primarily on-line course that can be completed in as short a period as 12 weeks. Enrolment fees are currently free until the end of the 2022/23 financial year to reduce the financial burden of re-training.</p> <p><i>Take up in secondary sector</i> - Approximately 30% of those enrolling in these programmes are at secondary level.</p>	No
<p>National Beginning Teacher Induction Grant This provides a \$10,000 grant to eligible schools to fund recruitment and structured mentoring for beginning teachers, enabling them to shadow and be mentored by an experienced teacher before taking on their own class and teaching independently.</p>	No
<p>Wellbeing EAP Counselling has been provided since September 2020 with the aim of improving the wellbeing of the education workforce by providing additional one-on-one counselling services to deal with stress, grief, anxiety, and other issues related to Covid-19 outbreaks. 4,765, clients have booked a total of 11,676 EAP sessions since it was introduced, while EAP Gold Star, which provide on-demand access to e-learning modules, self-tests and webinars, has 4,500 registered users and has delivered 5 modules.</p>	No
<p>Māori Medium Beginning Teacher Retention Programme Focuses on improving retention of Māori Medium and Kaupapa Māori beginning teachers through mentoring, induction, and a personal development programme. Approximately 300 teachers have been supported since 2021.</p>	

Distribute	
<p>BeTTER Originally started as Beginning Teacher Vacancy Support, the BeTTER programme matches beginning and returning teachers to long-term positions. It is designed to create partnerships between schools that face challenges with recruitment and beginning teachers who often have difficulties in finding long term employment. The Ministry's Te Mahua nominates schools for this scheme based on their local knowledge of schools with recruitment issues.</p> <p>Historically, fewer than 30% of beginning teachers receive permanent positions following graduation from Initial Teacher Education. This year's BeTTER Jobs Programme participants are self-reporting that 62% are starting in permanent positions. We have currently placed 95 of the 130 places that the September 2022 budget expansion funded.</p> <p><i>Take up in secondary sector</i> - Approximately 35% of participants are at secondary level.</p>	No.
<p>Voluntary Bonding Scheme The Voluntary Bonding Scheme was introduced in 2009 to pay newly graduated teachers to teach in certain areas of need. In 2018, the scheme was expanded to include more schools, settings and subjects.</p>	No but some secondary subjects qualify