



Briefing Note: Outcome of the 2022 Provisional Roll and Provisional Staffing Entitlement Process

To:	Hon Chris Hipkins, Minister of Education		
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Purpose of Report

The purpose of this paper is for you to:

Note the outcome of the 2022 provisional roll and provisional staffing entitlement process.

Note how we will be supporting schools that have experienced a reduction in staffing entitlements.

Agree that this Briefing will be proactively released.

☒ Agree / ☐ Disagree


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Hon Chris Hipkins
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17/09/2021

26/9/2021

Summary

- The Ministry notifies schools of their provisional roll and provisional entitlement staffing in September for the following year to allow them to make staffing decisions. This is their guaranteed minimum staffing level and is not adjusted during the year it applies to if the actual rolls indicate a decrease in entitlement staffing. It is adjusted upwards during the year if the roll significantly increases.
- For 2022, a total national provisional staffing entitlement of 45,444 (2021:45,257) full-time equivalent teachers (FTTE) has been calculated. This is an overall increase of 187 (2021:290) FTTE compared to the overall provisional entitlement for 2021.
- The provisional entitlement staffing for 2022 indicates a reduction for 44% (2021:46%) of schools, an increase for 42% (2021:43%), and no change for 14% (2021:11%). This is relatively consistent with last year's provisional staffing entitlement.
- A list of the schools with the largest declines and increases in staffing entitlements for 2022 compared with 2021 is provided at Annex 1. This year the largest reduction in staffing entitlement for a single school is 6.4 FTTE.
- To assist Auckland schools with reengaging students, improving student attendance, and catching up on student learning we halved large staffing reductions of more than 3 FTTE for 2022. We also minimised the impact of staffing reductions for smaller schools, including kura, to ensure they have adequate resources to respond to the learning challenges ahead. All these adjustments can be met within current baselines
- We have coordinated analysis of staffing entitlements, network activity, roll forecasts and teacher supply in the 2022 provisional staffing round to ensure we have a complete picture of how the provisional rolls will impact schools and the reasons for any changes.
- The 2022 provisional roll information will be incorporated into the integrated Teacher Demand Supply (TDS) tool and the results will be shared with you mid-October.
- Provisional entitlement notices will be released to schools on Saturday 25 September 2021.

Background

The provisional staffing process

1. The Annual Staffing Order sets out the methodology the Ministry uses to calculate each school's entitlement staffing for the year. The Staffing Order requires the Ministry to estimate a "provisional roll" for each school in accordance with the date the school rolls typically peak for each type of school. These are as follows:

Type of school	Estimate as at:
Primary and contributing	October the following year
Intermediate, composite, and secondary	March the following year

2. Every September we notify schools of their provisional roll and provisional entitlement staffing for the following year. The current process has been designed to advise schools of the provisional entitlement staffing information as early as possible so they can plan for the following year. This year schools will receive their entitlement notices before the end of term three.
3. Provisional entitlement staffing provides schools with a minimum guaranteed level of staffing for the following year. Each year the calculation of the provisional entitlement staffing seeks to strike a balance between providing schools with sufficient minimum staffing levels to plan their school organisation effectively and the need to ensure they are resourced appropriately for the number of enrolments. An estimate that is too low may mean schools do not plan enough FTTEs, and an estimate that is too high means the Ministry will be funding more FTTEs than needed.
4. Entitlement staffing is confirmed the following March, after schools return their actual rolls. If a school's confirmed roll is higher than its provisional roll, it will receive an increase to their entitlement. If a school's actual roll turns out to be lower than the provisional roll, the provisional entitlement staffing is confirmed for that year. Schools can seek an increase in entitlement staffing at any time during the year if their roll increases beyond their confirmed roll.

Calculation of the provisional roll

5. Schools submit their March and July roll returns and an optional predicted roll return to the Ministry each year. Depending on the year level, our Education Management Information System (EDUMIS) selects the year level that is lowest between the March or July roll and the predicted roll (returned by the school). It then moves each student up a year level and estimates the number of new entrants based on data from the previous March.
6. We compare the EDUMIS output against historic rolls to identify any significant trends in roll growth or decline that have not been captured. Specific circumstances that are impacting the roll are then factored into the calculation (e.g. a new school opening may impact rolls in nearby schools).
7. We perform quality assurance checks across various cuts of the provisional entitlement calculations and a school-by-school check.

Adjustments

8. We have adjusted entitlements for schools:
 - where we have intervened to manage growth by asking them to reduce the number of out-of-zone students;
 - in Auckland to assist with reengaging students, improving student attendance, and catching up on student learning due to Covid 19;
 - to ensure we are supporting the growth of the Māori Medium provision;
 - that are located in known growth areas;
 - that are coming off a guaranteed notional roll; and
 - where we have previously over-estimated staffing requirements.
9. Smaller primary schools have a minimum staffing entitlement of 2 FTTE and were considered separately to ensure equitable treatment.

Outcome of the 2022 provisional staffing process

10. A total national provisional staffing entitlement of 45,444 FTTE has been calculated for 2022. The results are in line with forecast rolls and are largely in line with previous years. This is an overall increase of 187 FTTE compared with an overall provisional entitlement of 45,257 for 2021. The following table provides a breakdown of the provisional rolls for 2021 and 2022 by school type.

School type	Schools	Provisional FTTE 2021	Provisional FTTE 2022	Difference
Contributing primary	769	12,054	11,847	(207)
Full primary	1,030	9,758	9,814	56
Intermediate	115	2,876	2,869	(7)
Secondary	147	2,828	2,887	59
Composite	331	17,149	17,411	262
Specialist	36	592	616	24
TOTAL	2,428	45,257	45,444	187

11. Overall composite, secondary and specialist schools have seen an increase in their allocation this year, with primarily primary schools seeing declines. This is consistent with the 2021 National School Roll Projections (NRSP) and is due to relatively larger birth cohorts moving from primary school into secondary schooling.
12. 1,057 schools (44% of all schools) will see some level of decrease in their provisional staffing for 2022 (compared to 46% in 2021). The average decrease is 1.0 (2021:1) FTTE. The remainder of schools will either see an increase or no change in their FTTE allocation, with an average increase of 1.2 (2021:1.4) FTTE.

Schools with changes of more than 2 FTTE

13. We have identified 142 (2021:175) schools that will see a reduction of more than 2 FTTE in their staffing entitlement from 2021. 42 of these schools are in Auckland, with the remainder spread across the country.

School type	Decrease of 2+ FTTE	Increase of 2+ FTTE
Contributing primary	66	25
Full primary	33	40
Intermediate	12	10
Secondary	24	83
Composite	6	12
Specialist	1	2
TOTAL	142	172

14. A list of the schools with the largest changes in FTTE allocation is provided in Annex 1.

Provisional staffing entitlements by Region

15. The following table provides a breakdown of the provisional rolls for 2021 and 2022 by region. Two of our bigger cities (Wellington and Christchurch) will face a reduction in staffing entitlement for 2022 which may be an indication of housing affordability.

Region	Schools	Provisional FTTE 2021	Provisional FTTE 2022	Difference
Auckland	521	14,707.4	14,802.7	95.3
Tai Tokerau	148	1,916.8	1,937.0	20.2
Waikato	274	4,227.3	4,262.0	34.7
Bay of Plenty	184	3,634.0	3,652.3	18.3
Hawkes Bay	171	2,434.1	2,469.3	35.2
Whanganui	229	3,162.0	3,182.7	20.7
Wellington	275	5,067.3	5,051.4	(15.9)
Nelson	123	1,690.5	1,697.1	6.6
Canterbury	273	5,375.9	5,351.5	(24.4)
Otago	230	3,041.5	3,038.0	(3.5)
TOTAL	2,428	45,256.8	45,444.0	187.2

Auckland Region

16. We were asked by the Auckland Primary Principals Association to consider holding staffing entitlements at current levels for 2022, given the Auckland region has been significantly impacted by multiple Covid 19 lockdowns. It would cost more than \$40 million to put this level of support in place for 2022.
17. Due to the unusual circumstances, we believe there is a good case for providing additional staffing to some Auckland schools to assist with reengaging students, improving student attendance, and catching up on student learning. As part of setting the 2022 provisional rolls for Auckland we took a closer look at those schools that were going to experience a large staffing reduction (more than 3 FTTE) and smoothed the expected reduction, so no school lost more than 3 FTTE.
18. The regional office also reviewed the impact of staffing reductions for smaller schools, including kura, and where necessary further roll adjustments we made to ensure those

schools have the resources to respond more adequately to the learning challenges ahead. All these adjustments can be met within current baselines.

19. Overall, Auckland schools have increased provisional staffing entitlements in 2022 compared with 2021.
 - 210 (2021: 260) Auckland schools (40%) increased.
 - 241 (2021:224) schools (46%) decreased.
 - 70 (2021:34) school (13%) no change in entitlement.
20. Of those schools seeing a decreased provisional entitlement, 109 (2021:111) have a change of less than 1 FTTE, 90 (2021:74) are decreasing between 1 and 2 FTTE, and 42 (2021:38) are decreasing between 2 and 3 FTTE. No schools in Auckland are decreasing more than 3 FTTE.
21. Information about the 132 (2021:113) Auckland schools seeing a decrease of more than 1 FTTE is included in Annex 2.

Potential reasons for declines in student roll numbers

Changes in students' year levels

22. Some schools may experience a roll decline without a corresponding decrease in FTTEs because students at different year levels generate different levels of staffing. In general, 2022 provisional rolls project that the number of primary school students will be lower than previous years. This is consistent with the 2021 NSRP projections and has resulted in a decline in the number of FTTE entitlement for primary schools and is offset by an increase in FTTEs in other parts of the sector.

Impact of housing development

23. Larger Kāinga Ora projects redevelop large tracts of urban areas for renewal. Many of these projects are in Auckland. The renewal process means populations shift out of areas while housing is removed and rebuilt, typically with greater numbers of houses and a larger population. This can impact rolls in some schools for several years. We have supported impacted schools during these periods by providing Special Reasons Staffing to maintain staff numbers in affected schools until the rolls normalise.
24. Kāinga Ora regeneration projects (where they are demolishing ahead of building) are impacting on local primary schools. Growth from these projects has yet to emerge but will arrive soon due to Kāinga Ora's accelerated build programme. This may also have a flow on effect on out-of-zone enrolments at popular neighbouring schools.
25. We have adjusted the 2022 provisional rolls of 38 schools in Auckland and 7 Porirua East schools because of COVID-19 related delays to housing developments by a total of 94.5 FTTE.

Schools coming off notional rolls

26. We have six schools facing a reduction in staffing and operational funding due to coming off their notional roll in 2022. All these schools formerly operated as partnership schools and have not experienced the roll growth that was anticipated.
27. For the 2022 school year we will support these schools to transition towards their actual funding levels by providing special reasons staffing for one year. We will support half of the anticipated reduction in FTTE which totals 9 FTTE and then from 2023 these schools

will be resourced as usual. The table below provides an overview of the roll and staffing information for the six schools.

School	Notional Roll	2021 July Roll	2022 Prov Roll	FTTE Reduction	Special Reasons Staffing
Rise Up Academy	101	77	77	(1.2)	1.0
Vanguard Military School	192	144	168	(1.9)	1.0
Te Kapehu Tuakana	181	71	48	(8.7)	4.0
Waatea School	140	77	81	(2.4)	1.0
Middle School West Auckland	220	185	194	(1.6)	1.0
Te Aratiki Academy	70	22	25	(1.9)	1.0
TOTAL	904	576	593	(17.7)	9.0

Impact of COVID-19

28. In general, there are more students choosing to return to school in 2021 than the previous few years for all year levels, except for Year 13. This may be due to the uncertain economic conditions and the reduced opportunity cost of remaining in education.
29. Due to the multiple Covid 19 lockdowns we have minimised staffing reduction for Auckland schools to assist with reengaging students, improving student attendance, and catching up on student learning. We also have made roll adjustments for small schools, including kura, in the Auckland regions to ensure they can more adequately respond to the learning challenges ahead. All these adjustments can be made within current baselines.
30. As your office is aware, we will be providing advice to you on the Teacher Supply initiatives for 2022 and beyond, including an update on the TDS Tool. This is planned to be with you in mid-October 2021 with a planned release of the TDS in early November.

Reductions in out-of-zone student numbers

31. The Ministry has been working with some schools to reduce the number of out-of-zone students on their rolls to allow for anticipated in-zone growth. This may have had a suppressive effect on current rolls.
32. Some schools advised to reduce their out-of-zone roll numbers to position themselves for future in-zone growth, may have seen a decline in overall rolls for 2021 and therefore projected rolls for 2022. Because we anticipate the in-zone rolls will continue to grow we have adjusted the staffing entitlement for relevant schools.

New Schools

33. The opening of a new school will likely lead to a drop in the rolls of nearby schools that have been carrying a higher roll. Roll decline in this situation is expected, and over time will be offset by the population growth in the area.

Provisional staffing estimates and National Education Growth Plan projections

34. The NEGP plans network and infrastructure development in response to long term pressures on rolls. NEGP catchment modelling aims to match medium- and long-term projections and is not sensitive to yearly and school-level data.
35. Staffing notices are created for next-year scenarios at a school level, which is the opposite end of the planning spectrum. Staffing provisions can react quickly to an upwards re-adjustment of entitlement, whereas the supply of buildings requires future planning and provides permanent solutions.
36. The two systems are designed to deliver different outcomes, and so use different modelling practices. The lower staffing entitlements should not be expected to align precisely with the modelling of the NEGP, which must operate across a different timescale.
37. We have checked schools expecting a decrease in provisional staffing entitlement for 2022 and adjusted in a small number of cases where future growth is forecast (for example, in special housing development areas).

2022 Provisional staffing entitlements compared with 2021 confirmed staffing entitlements

38. The provisional staffing entitlement for 2021 was 45,257 FTTE and the confirmed staffing entitlement for that year was 45,755 FTTE. This means that 498 (2021:391) fewer teachers were allocated in the 2021 provisional entitlement than were ultimately generated by the actual confirmed roll.
39. In 2021, 568 schools were staffed on their confirmed rolls whilst the remaining 1,855 schools were staffed on their provisional rolls, or in some cases the confirmed roll matched the provisional roll. The 2022 provisional staffing entitlement is 311 (2021:100) FTTE less than the 2021 confirmed FTTE. The table below compares staffing entitlements for the past two years.

School Type	2021 Provisional FTTE	2021 Confirmed FTTE	Difference	2022 Provisional FTTE	Provisional 2022 vs Confirmed 2021
Contributing primary	12,054	12,118	64	11,847	(271)
Full Primary	9,758	9,874	116	9,814	(60)
Intermediate	2,876	2,910	34	2,869	(41)
Secondary	17,149	17,362	213	17,411	49
Composite	2,828	2,890	62	2,887	(3)
Specialist	592	601	9	616	15
Grand Total	45,257	45,755	498	45,444	(311)

Note: Figures for 2020 includes the outcomes of schools' requests for us to review their provisional staffing entitlements, so may differ from original entitlements. Figures provided for 2022 have not yet been subject to this process, and therefore may change.

40. Comparison of the 2022 provisional roll and the 2021 confirmed 2021 shows that confirmed numbers were higher in all areas aside from secondary and specialist schools. Note, that schools often do not employ to full complement if the actual roll does not support additional staffing.

How we are supporting schools

41. Schools are familiar with the support available to them if their provisional entitlement staffing is lower than the previous year. Schools can:
- request a review of their provisional entitlement staffing;
 - ask the Ministry for additional roll growth funding throughout the year;
 - request Special Reasons Staffing and Funding for situations that are exceptional and outside of the control or influence of their board; and
 - utilise the surplus staffing process as provided under the collective agreement.
42. In many cases reductions in provisional staffing entitlements will not be a surprise to schools. Where a reduction was unexpected, schools can apply for their provisional staffing entitlement to be reviewed.
43. We will also continue to respond to queries from schools on how their provisional staffing is calculated. We will provide a clear explanation of the provisional staffing calculation and highlight the support options available.

Improvements to the provisional roll setting process

44. We have used a range of intelligence to improve the verification of provisional rolls at national and regional levels. These include the NSRP, the TDS Tool and network analysis.
45. We also increased the time our regional staff have had to review the provisional rolls and the impact on staffing for the schools they support, so that we better understand the factors impacting on provisional rolls and can more effectively manage any impact on schools. The regional office review enables us to better identify and focus on any areas or schools that appear to have a material change in their provisional roll entitlement.

Surplus staffing support

46. Where a school is facing a reduction in staffing and has been advised by NZSTA to pursue surplus staffing support, there are several options to help mitigate the loss of staffing:
- **Supernumerary:** A supernumerary teacher remains at their current school for the surplus staffing period. The Ministry provides staffing to the school to account for this teacher.
 - **Redeployment:** A supernumerary teacher may decide to move to another school for the surplus staffing period.
 - **Retraining:** A teacher may opt to further their study in the field of education.
 - **Severance payment:** A teacher may receive a severance payment if the above three options have been explored and none are appropriate.
 - **Long service payment:** The same as a severance payment but for teachers who have contributed over 25 years of service.

Reductions in entitlement staffing

47. Each year some schools' provisional roll will reflect a reduction in entitlement staffing from the year before. This can occur where their roll has reduced, remained static or has grown more slowly than expected.
48. Where a roll reduction is anticipated by the school, this is generally managed proactively using fixed-term employment agreements or attrition. In other cases, schools may not fully staff up to their entitlement if they can see the actual roll is likely to be less than predicted. Where a reduction has not been anticipated, and the school is not readily able to manage the reduction, we work with the school to support them during the transition.
49. The surplus staffing process allows schools to apply for support to disestablish teaching positions up to the FTTE amount their entitlement staffing has decreased by. When entitlement staffing reductions are less than 1.0 FTTE, Boards usually manage their staffing without additional support

Next Steps

50. Provisional roles will be announced on Saturday 25 September 2021. We will review entitlements if a school anticipates a higher roll number than we have estimated.
51. We will incorporate the 2022 provisional roll information into the integrated Teacher Demand Supply tool. The results from this will be shared with you in our mid-October 2021 advice.

Proactive Release

52. We recommend that this Briefing is proactively released as per your expectation that information be released as soon as possible. Any information which may need to be withheld will be redacted in line with the provisions of the Official Information Act 1982.

Annexes

Annex 1: Schools with the largest increases or decreases in provisional entitlement, 2021 compared with 2020.

Annex 2: Auckland schools with decreases of more than 1 FTTE.

Annex 1: Schools with the largest increases or decreases in provisional entitlement, 2022 compared with 2021

School Name	School Type	Region	Decile	Change in FTTE	% Change in FTTE
Rangiora Borough School	Full Primary	Canterbury	7	(6.4)	(23.8%)
St Albans School	Contributing	Canterbury	8	(5.4)	(16.4%)
Chanel College	Secondary	Wellington	5	(5.1)	(22.5%)
Cobham Intermediate	Intermediate	Canterbury	8	(5.0)	(14.3%)
Tongariro School	Composite	Bay of Plenty	1	(4.9)	(17.8%)
Te Totara Primary School	Contributing	Waikato	10	(4.8)	(13.1%)
Te Kāpehu Whetū (Tuakana)	Secondary	Tai Tokerau	3	(4.7)	(25.0%)
Wanaka Primary School	Contributing	Otago	10	(4.3)	(14.5%)
Hauraki Plains College	Secondary	Waikato	5	(4.3)	(7.7%)
Chisnallwood Intermediate	Intermediate	Canterbury	5	(4.1)	(11.8%)
Belfast School	Full Primary	Canterbury	7	(4.1)	(16.9%)
Tahuna Normal Intermediate	Intermediate	Otago	8	(4.1)	(14.3%)
Riccarton High School	Secondary	Canterbury	6	(4.0)	(6.1%)
Papanui High School	Secondary	Canterbury	7	7.1	7.9%
KingsWay School	Composite	Auckland	9	7.3	8.7%
James Cook High School	Secondary	Auckland	1	8.1	11.3%
Green Bay High School	Secondary	Auckland	8	8.4	9.6%
Bethlehem College	Composite	Bay of Plenty	9	8.7	9.0%
Westlake Boys High School	Secondary	Auckland	9	9.2	7.3%
Ngākōroa School (Proposed opening date: 2022-01-01)	Full Primary	Auckland	7	9.6	-
Te Rōhutu Whio (Proposed opening date: 2022-01-01)	Full Primary	Canterbury	9	10.2	-
Te Manawa ō Pāpāmoa School (Proposed opening date: 2022-01-01)	Contributing	Bay of Plenty	6	11.4	-
Te Kura Whakatipu o Kawarau (Proposed opening date: 2022-01-01)	Full Primary	Otago	10	11.7	-
Northern Health School	Specialist School	Auckland	1	17.0	15.7%

Please note that the 2021 provisional roll was significantly higher than the actual roll for those schools facing a reduction in staffing. We will work with each school to support them with the change in provisional staffing for 2022.

Annex 2: Schools in Auckland with the largest increases or decreases in provisional entitlement, 2021 compared with 2020

School Name	School Type	Decile	Change in FTTE	% Change in FTTE
Mt Albert School	Contributing	6	(2.9)	(11.4%)
Richmond Road School	Contributing	8	(2.8)	(15.0%)
Kelston School	Contributing	3	(2.7)	(14.6%)
St Heliers School	Full Primary	10	(2.7)	(9.5%)
Albany School	Contributing	9	(2.6)	(6.0%)
Hillpark School	Contributing	4	(2.6)	(10.8%)
Roscommon School	Contributing	1	(2.6)	(9.2%)
Selwyn College	Secondary	4	(2.5)	(3.0%)
Epsom Normal School	Contributing	8	(2.5)	(8.1%)
Flanshaw Road School	Contributing	5	(2.5)	(12.3%)
St Joseph's Catholic School (Onehunga)	Full Primary	3	(2.5)	(21.0%)
Victoria Avenue School	Contributing	10	(2.5)	(9.1%)
Ormiston Senior College	Secondary	7	5.0	9.1%
Auckland Girls' Grammar School	Secondary	3	5.5	9.2%
Tamaki College	Secondary	1	5.5	14.1%
Auckland Grammar	Secondary	9	5.7	4.2%
Ormiston Primary School	Contributing	7	6.0	11.6%
Viscount School	Full Primary	1	6.3	24.5%
Takapuna Grammar School	Secondary	10	6.9	7.1%
KingsWay School	Composite	9	7.3	8.7%
James Cook High School	Secondary	1	8.1	11.3%
Green Bay High School	Secondary	8	8.4	9.6%
Westlake Boys High School	Secondary	9	9.2	7.3%
Ngākōroa School (Proposed opening date: 2022-01-01)	Full Primary	7	9.6	-
Northern Health School	Specialist School	1	17.0	15.7%