



## Education Report: Teacher supply response to COVID-19 impacts

<b>To:</b>	Hon Chris Hipkins, Minister of Education		
<b>Date:</b>	31 July 2020	<b>Priority:</b>	Medium
<b>Security Level:</b>	In Confidence	<b>METIS No:</b>	1236815
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<b>Messaging seen by Communications team:</b>	Yes	<b>Round Robin:</b>	No

### Purpose of Report

The purpose of this Education Report is to:

- Provide for your consideration a proposed use for existing teacher supply funds to accelerate domestic supply in response to COVID-19 impacts.
- Seek your agreement to release a teacher and kaiako supply update.
- Provide you with advice, as requested by your office, on options to report regularly on teacher demand data based on information currently available.

### Summary

1. Prior to COVID-19 the Ministry of Education had planned to spend up to \$62m on initiatives to respond to the known teacher supply challenge in FY20/21, as set out in Annex 1.
2. COVID-19 has introduced new dynamics which are impacting on the demand for and supply of teachers, and has temporarily precluded recruitment of overseas teachers. We are working closely with other agencies to understand these dynamics and their likely impact on our teaching workforce.
3. Given the known pre-COVID teacher supply shortage [METIS 1215646 refers], particularly of secondary teachers, and in some subject specialities (e.g. STEM, Māori Medium and Hard Materials), we propose using existing teacher supply funds to accelerate domestic supply targeting these areas in response to COVID-19 impacts. This package includes interventions to focus our efforts on the short-term (from Term 1 and 2 2021), and to shift emphasis to the domestic teacher supply labour market.
4. A priority in the coming months is ensuring that our understanding of the post COVID-19 demand and supply trends are accurate. More information on this will be provided in

the annual update to the Teacher Demand and Supply Planning Tool in October 2020. This update will include an early estimate of how we expect the demand and supply of teachers to have changed in 2020.

5. Once modelling is complete, we will work with your office to shape a suite of measures which could be used to track demand and supply in addition to the Teacher Demand and Supply Planning Tool.
6. Currently the existing Teacher Demand and Supply Planning Tool projections (October 2019) is the most robust information we have that informs how teacher supply is tracking against demand in-year. For example, just looking at vacancy information is unlikely to provide an accurate or useful indicator of the state of the workforce.
7. We do not expect the trend of demand in secondary and particular subjects to change drastically.
8. This paper provides you with a summary of proposed reprioritisations. Details of the initiatives proposed for reprioritisation are set out in Annex 2.
9. We will work closely with the education sector to identify the most effective opportunities for intervention. This includes:
  - a) working in collaboration with the Post Primary Teachers' Association (PPTA) and Secondary Principals' Association of New Zealand (SPANZ) and through establishing regional meetings with secondary principals
  - b) working with Union partners to better understand flexibility in existing collective agreements
  - c) working with the Early Learning Sector to better understand their supply challenges and support needs.
10. Taking a focused domestic market approach means that we will be well placed to attract those with teaching qualifications, while making it affordable and easy for New Zealanders to become teachers.
11. We also recommend releasing an update of our ongoing teacher supply approach to provide confidence for the sector that the government has done a lot to increase supply and has a continued focus on this. This update, along with a draft Press Release (attached as Annex 3) sets out priorities and actions for ensuring that there are enough teachers to meet demand in early learning services and schools.
12. Subject to your approval, we will work with your office to finalise the content of the teacher supply update and associated communications materials.

## Recommended Actions

The Ministry of Education recommends you:

- a. **Note** that the Ministry had plans to spend up to \$62m on teacher supply initiatives in FY20/21.
- b. **Note** that COVID-19 means international teacher supply is temporarily suspended.
- c. **Note** that the Ministry is modelling the COVID-19 on teacher demand and supply and will provide an update in the Teacher Demand and Supply Planning Tool in October 2020.
- d. **Note** that the Ministry will refocus our plans on domestic supply opportunities, as outlined in Annex 2.
- e. **Agree** to expand employment-based initial teacher education (EBITE) request for proposals for career changers and secondary settings to extend the regional availability of specific EBITE programmes.

☒ Agree / ☐ Disagree

- f. **Agree** to a reach and engagement programme to get more teachers into classrooms.

☒ Agree / ☐ Disagree

- g. **Agree** to refocus new recruitment contracts to domestic recruitment including hard-to-fill positions (including Māori Medium).

☒ Agree / ☐ Disagree

- h. **Agree** to reimburse teachers for domestic relocation costs and to reimburse schools with 'finders' fees' to cover domestic recruitment costs.

☒ Agree / ☐ Disagree

- i. **Agree** to increase access to Teacher Education Refresh enrolment subsidies by 240 places.

☒ Agree / ☐ Disagree

- j. **Agree** to the Ministry exploring with other agencies ways to reduce administration and quicken application processing times for schools, teachers and prospective teachers including the potential to fund assistance.

☒ Agree / ☐ Disagree

- k. **Agree** to expand support for iwi to increase teacher supply within their regions, focusing on strengthening pathways into Māori medium and te reo Māori teaching.

☒ Agree / ☐ Disagree

- l. **Agree** to an investment in expanding the Virtual Learning Network (VLN) to assist schools to collaborate and share teaching resource.

☒ Agree / ☐ Disagree



- m. **Agree** to the re-establishment (with changed criteria) of the Review the Recruitment, Retention and Responsibility National Fund (3RNF) to support schools to attract Limited Authority to Teach teachers.

☒ Agree / ☐ Disagree

- n. **Agree** to the Ministry working with Union partners to better understand flexibility in existing collective agreements.

☒ Agree / ☐ Disagree

- o. **Seek your agreement to:**

Either

- a. you releasing a teacher and kaiako supply update.

☒ Agree / ☐ Disagree

Or

- b. the Ministry releasing a teacher and kaiako supply update.

Agree / ☒ Disagree


- p. **Note** that the Ministry will continue ongoing planning, in collaboration with the education workforce, on supply responses.

- q. **Agree** to proactively release this report.

☒ Agree / ☐ Disagree

  
Ellen MacGregor-Reid  
Deputy Secretary  
Early Learning and Student Achievement

31/7/20

  
Hon Chris Hipkins  
Minister of Education

29/8/2020

## Background

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13. Since October 2019, we have engaged with sector stakeholders to develop the *Teacher and Kaiako Retention and Attraction: Our Strategic Response to Teacher Supply*, to emphasise a combination of domestic and overseas opportunities to improve teacher supply.
14. Over the next 12 months the Ministry had been expecting to spend approximately \$62 million on approved teacher supply initiatives, including expenditure on scholarships, awards and funding to support ITE providers to meet new and strengthened Teaching Council requirements.
15. We already know that New Zealand's border closures (part of the Government's response to COVID-19) have disrupted our planned teacher supply investment approach. Around \$4.65m of the total \$62m teacher supply package for FY2020/21 is currently marked for overseas initiatives.
16. We provided you with advice on the relationship between teacher supply and the Education Workforce Strategy in our advice earlier this month [METIS 1235237 refers] on the Education Workforce Strategy Cabinet Paper.

## Proposed approach to teacher supply initiatives

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17. COVID-19 has disrupted our planned work programme to strengthen teacher supply, as:
  - a. recruitment of overseas teachers is not possible in the short-term due to travel restrictions, and may not be possible for some time yet
  - b. trends in population have shifted (e.g., changes in ECE participation, decreased international student numbers, anticipated increases to more secondary students staying at school and anticipated increases to teacher retention, and teachers returning to the workforce).
18. In response to these shifts and impacts, we recommend reprioritising some of the funding for teacher supply into domestic interventions and support activities. This approach will focus on getting those teachers who already have teaching qualifications into roles, while also encouraging more New Zealanders to enter the teaching workforce.
19. We propose the following:

### ***Refocused initiatives***

- a. Expand employment-based initial teacher education (EBITE) for career changers and secondary settings to extend the regional availability of specific EBITE programmes (e.g., hard technology materials); the diversity and breadth of programmes available; and to focus on areas of particular need (e.g., STEM, te reo Māori, Māori medium kaiako).
- b. A reach and engagement programme to get more teachers into classrooms, including those who have recently left the profession, trained teachers practising in other industries, returning New Zealanders and (in the medium-term) supporting



those with a disposition to teach who are new graduates, school leavers or those impacted by COVID-19 to retrain.

### ***Repurposed initiatives***

- c. Supporting early learning services and schools to recruit into hard-to-fill positions (including Māori medium) by refocusing contracts with recruitment agencies towards domestic recruitment.
- d. Providing schools with funding to reimburse teachers for domestic relocation costs and 'finders fees' to cover domestic recruitment costs.

### ***Expanded initiatives***

- e. Increase access to Teacher Education Refresh enrolment subsidies, allowing qualified teachers to readily obtain up-to-date practising certificates.

### ***New initiatives we will explore***

- f. With other agencies, including the Teaching Council look at ways to reduce administration and quicken application processing times for schools, teachers and prospective teachers.
  - g. Expand support for iwi to increase teacher supply within their regions, focusing on strengthening pathways into Māori medium and te reo Māori teaching.
  - h. Invest in expanding the Virtual Learning Network (VLN) to assist schools to collaborate and share teaching resource.
  - i. Review the Recruitment, Retention and Responsibility National Fund (3RNF) which supported schools to attract Limited Authority to Teach teachers and re-establish the previous support.
  - j. Working with Union partners to better understand flexibility in existing collective agreements.
20. These initiatives are unlikely to have immediate impact on Term 3 and 4 2020, due to the timing. In the interim, we will work with the sector on options for immediate support including how to support schools using existing mechanisms (e.g., sharing teaching resource through a Virtual Learning Networks).
21. We have begun meetings with PPTA and SPANZ, and a series of regional meetings for secondary principals are planned to discuss options for support and understand new trends.
22. Alongside delivering these initiatives, we will be continuing to shape an ongoing supply approach, which will be adaptive to the diversity of possible trajectories including the COVID-19 pandemic. The first step in this approach is to update the Teacher Demand and Supply Planning Tool in October 2020.

## Detail of proposed accelerated teacher supply investment package

23. With your agreement, we intend to begin work on these immediate reprioritisations identified in Annex 2, to ensure maximum impact for Term 1 and 2 2021. Details on the proposed reprioritisations follow.

### **Expanding employment-based initial teacher education (EBITE)**

24. EBITE represents one of our best opportunities to expand the diversity of pathways into secondary teaching, and to improve the quality and diversity of New Zealanders pursuing careers in teaching; particularly those who already have skills from other careers or pathways through the community.
25. We intend to launch a request for proposal, seeking proposals to establish programmes, to increase the capacity, diversity and nationwide reach of our EBITE system. It will allow more people to undertake their teaching qualification while working as a teacher, with appropriate supervision and support.

### **Reach and engagement programme**

26. We will develop a reach and engagement programme which will include a number of campaigns to get more teachers into classrooms.
27. Target audiences will include:
- a. school leavers and new graduates
  - b. those who have recently left the profession
  - c. trained teachers practising in other industries, particularly those which have been affected by COVID-19
  - d. New Zealanders able or already returning due to COVID-19 who have teaching qualifications e.g. "Bring a Kiwi teacher home"
  - e. those with a disposition to teach who have been impacted by COVID-19, who may wish to retrain or provide paraprofessional support to schools (e.g., through Limited Authority to Teach certification or supporting vocational education).

### **Domestic contracts with recruitment providers**

28. The Ministry had previously intended to undertake a recruitment provider request for proposals focused on encouraging overseas teachers to join the New Zealand teaching workforce, however, this was disrupted because of COVID-19.
29. We are now in discussions for new six month contracts with our previous recruitment providers to focus on domestic recruitment. This will assist in the recruitment of qualified teachers to meet demand.
30. We intend finalising these contracts by the end of August, allowing recruitment providers to begin working from September 2020 onwards.
31. We will review and revisit the need for the request for proposal by December 2020, depending on the status of the New Zealand border closure.



### **Domestic relocation grants and 'finders fees'**

32. At present, the Ministry supports an Overseas Relocation Grant (ORG) which reimburses teachers for certain costs of relocation from overseas to New Zealand, as part of taking up teaching roles. We also fund 'finders' fees' to cover schools' costs of overseas recruitment.
33. We propose to re-scope these initiatives for domestic teachers recruitment to hard-to-staff areas or specialities. This will involve reimbursing domestic teachers' costs when they relocate for teaching roles and funding schools' costs for domestic recruitment through finders' fees. We intend to limit places for both initiatives up to 150, and will monitor uptake.

### **Funding for Limited Authority to Teach teachers**

34. The Ministry has previously had a fund (Recruitment, Retention and Responsibility National Fund) aimed at supporting schools to attract a Limited Authority to Teach teacher. The uptake on this fund was lower than expected, in part due to restrictive criteria and funding ended in the last financial year.
35. We propose to re-establish this fund with revisions to the criteria to ensure that schools are able to receive funding support when seeking to attract a Limited Authority to Teach teacher. We intend to limit the number of places for this initiative up to 150, and will monitor uptake.

### **Increased access to Teacher Education Refresh programmes**

36. We are currently subsidising 320 enrolments for the Teacher Education Refresh (TER) programme. This programme particularly enables trained teachers to obtain their practising certificates to rejoin classrooms. We have had good uptake of the Teacher Education Refresh programme to date, with nearly 90% of those through the programme matched to new teaching roles.
37. The new accelerated investment will fund up to an additional 240 enrolments to expand the reach of this initiative.

### **Explore opportunities to reduce administration**

38. We intend to work with other agencies including the Teaching Council to ensure we can support an increase in processing of Limited Authority to Teach applications for Terms 1 and 2, 2021. Other areas that may also require support are Police Vetting and the assessment of qualifications.
39. We may seek to provide resources to other agencies, including the Teaching Council on a one-off basis to allow them to fast-track applications. This would include any additional funding agencies may need to achieve this.

### **Expand support for iwi to strengthen pathways into Māori medium and te reo Māori teaching**

40. To expand the number of Māori medium and te reo Māori kaiako, the Māori Education co-designed programme will continue to work with Iwi. The programme focuses on



empowering iwi to provide solutions that support the whole teacher pathway from raising the profile of the profession through to retention.

41. We propose to work with 17 iwi whose outcomes/reporting will be focussed on two different streams:
  - a. An iwi scholarship that supports uri / descendants onto an approved initial teacher education or bridging programme. Outcomes/reporting will be based on number of scholarships awarded (this will be directly linked to the number of uri / descendants who have entered an ITE or bridging programme).
  - b. A support package covering a range of services that allows opportunity to engage uri / descendants to think about teaching as a career pathway through to addressing challenges that are faced by students to get through and into the teaching workforce (e.g., promotional events, mentoring, pastoral care). Outcomes / report will be based on number of uri / descendants and whānau members engaged with and supported.

#### **Expanding Virtual Learning Network (VLN) capacity**

42. Schools can already manage capacity constraints by resource sharing, such as through VLN's. To ensure that existing VLN's have sufficient capacity to support expanded networks where required, we will explore opportunities to fund parts of their management and administration.

#### **Sector update on teacher supply**

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43. On 16 July, we provided you with the draft of our update on teacher supply: *Teacher and Kaiako Retention and Attraction: Our Strategic Response to Teacher Supply*.
44. We recommend that this update on teacher supply is released to highlight the significant progress that has been made on teacher supply and provide confidence of our commitment to maintain a focus on teacher supply.
45. This update articulates four priorities:
  - a. Understand and respond to changing demand and supply.
  - b. Promote teaching as a career of choice.
  - c. Grow the next generation of teachers and kaiako.
  - d. Help our teachers and kaiako thrive.
46. The update also articulates the high-level intention to shift to stimulating domestic supply from seeking overseas supply and a reach and engagement approach. Attached as Annex 3 is a draft Press Release, along with a one page update.
47. If you agree, we will work with your office to finalise the content of the update and the communications approach to be used.

## Teacher demand and supply data update

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48. Our investments in teacher demand and supply over recent years have been driven by evidence produced by our Teacher Demand and Supply Planning Tool. Our latest published projections are from October 2019.
49. They estimated that the demand for teachers in primary schools in 2020 would exceed supply by around 860 teachers under a 'do nothing additional' scenario, and a shortfall of 160 teachers in the secondary sector. The outlook to 2025 showed increasing demand for secondary teachers and growing shortfall in supply (up to 1,630 by 2025), driven by an increasing number of students finishing at primary and moving into secondary schooling over the projection period.
50. Since publishing these projections, the Ministry has also revised our National School Roll Projections, which resulted in a reduced forecast for school roll growth. We expect this to reduce demand in the medium-term, particularly in primary settings.
51. COVID-19 is likely to have impacts on demand and supply, but these effects are yet to become evident and are hard to model. As is the case across Government, the Ministry is working to model these impacts into a revised outlook, with updated Teacher Demand and Supply Planning Tool projections planned for October. The factors which may impact demand and supply include:
  - a. a spike in net migration of school aged children in 2020 due to returning families, anticipated to mainly affect the primary sector
  - b. a significant decrease in international students, which is likely to have a dampening effect on demand for hiring teachers above entitlement in 2021 due to loss of funding
  - c. anticipated increased retention of upper secondary students due to expected changes in the labour market
  - d. anticipated new and returning teachers from overseas
  - e. anticipated increases in teacher retention and training
52. We do not expect the trend in demand in secondary and particular subjects to change drastically.
53. Your office has asked us to provide advice on options to report more frequently on teacher demand and supply data through the Education Weekly Update, using information currently available (e.g., vacancy data).
54. A priority in the coming months is ensuring that our understanding of the post COVID-19 demand and supply trends are accurate. More information on this will be provided in the annual update to the Teacher Demand and Supply Planning Tool in October 2020. This update will include an early estimate of how we expect the demand and supply of teachers to have changed in 2020.
55. Once modelling is complete, we will work with your office to shape a suite of measures which could be used to provide greater transparency and more useful information on



teacher demand to track demand and supply in addition to the Teacher Demand and Supply Planning Tool.

56. Currently the existing Teacher Demand and Supply Planning Tool projections (October 2019) is the most robust information we have that informs how teacher supply is tracking against demand in-year. For example, just looking at vacancy information, such as in the Education Gazette, is unlikely to provide an accurate or useful indicator of the state of the workforce.
57. We recommend that we work with your office to explore options for a suite of in-year monitoring data which could provide greater transparency and more useful information on teacher demand, aligned with the Teacher Demand and Supply Planning Tool projections.

### Next Steps

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58. We will begin further planning and initial work on reprioritisations as identified at Annex 2 over the coming weeks, subject to any feedback from you, and will discuss with your office options to announce and communicate expanded and new initiatives identified as part of that reprioritisation.
59. Subject to your approval, we will work with your office to finalise the content of the teacher supply update and associated communications materials, and confirm an approach to release.

### Proactive Release

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60. This report will be proactively released as per your expectation. Any information which may need to be withheld will be done so in line with the provisions of the Official Information Act 1982.

### Annexes

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- Annex 1: Summary of existing teacher supply investments
- Annex 2: Proposed accelerated investment package
- Annex 3: Teacher supply update A3

# Annex 1: Summary of existing teacher supply investments

Theme	Initiative	Output	20/21 budget approved (\$m)
Understand and respond to changing demand and supply	Analysis and research	Maintain, improve and evaluate the Teacher Demand and Supply Planning Tool	\$0.80
	Resources required to establish and support initiatives and pilots	Annual DE funding for EBITE, scholarships and awards; support for new Māori EBITE research and Wharekura	\$0.59
	Returning New Zealand and overseas trained teacher recruitment support for primary and secondary	Retain 20% overseas funding to cover committed expenditure from previous years and to enable initiatives to restart if border restrictions ease later in the year	\$1.65*
	Overseas relocation grant for primary and secondary teachers		\$2.10*
Promote teaching as a career of choice	Finder's Fee for primary and secondary schools		\$0.90*
	Teach First NZ for Secondary Schools	Increase TFNZ funding by 13.25% compared to 2019/20 rather than 31.5% as planned, and release funding for other new initiatives	\$5.96
	Voluntary bonding scheme expansion for primary and secondary teachers	Target up to 190 full voluntary bonding awards during 2020/21	\$5.52
	Reach and engagement to implement teacher supply initiatives	Advertising and marketing to support existing initiatives	\$1.57
Grow the next generation of teachers and kaiako	Expanded TeachNZ scholarships fund for primary and secondary teachers	Annual programme of approximately 500 scholarships across Te Huāwhiri, Te Huarau, Te Waka Whakareī, Te Tipu Whakarito, Kupe, etc.	\$21.03
	Development of a fund to support more employment-based ITE for secondary teachers	Fund up to 80 places to strengthen the pipeline into teaching, including for people who were unlikely to participate in traditional forms of ITE	\$1.28
	Funding to support ITE providers to meet new and strengthened Teaching Council requirements	Support ITE providers to meet expectations around partnerships between providers and schools, kura, early learning services, iwi and hapu, etc.	\$5.27
	National beginning teacher induction grant for primary and secondary schools	Financial assistance for up to 200 grants to schools for inducting, training or mentoring a beginning teacher, before they take on their own classes	\$2.00
Help our teachers and kaiako thrive	Full subsidy for teachers required to undertake the Teacher Education Refresh programme	Additional 240 places in 2020/21, making 560 in total	\$0.80
	Other teacher scholarships and awards	Annual programme of around 1,650 awards, and offer 12 NZPJS awards, external review of Fulbright awards, increase Ka Poupou Reo o Tahu funding	\$12.39
			\$61.86

\*Funding previously allocated for overseas teacher supply investment



## Annex 2: Proposed accelerated investment package

Reprioritisation	Initiative	Theme	20/21 budget approved (\$m)
Refocused existing	Expand employment-based initial teacher education (EBITE) for career changes and secondary settings to extend the regional availability of specific EBITE programmes (e.g., hard materials); the diversity and breadth of programmes available; and to focus on areas of particular need (e.g., STEM, te reo Māori, A reach and engagement programme to get more teachers into classrooms, those who have recently left the profession, trained teachers practising in other industries, targeting returning New Zealanders and (in the medium-term) supporting those with a disposition to teach who are new graduates or impacted	Grow the next generation of teachers and kaiako	\$1.28
	Supporting early learning service and schools to recruit into hard-to-fill positions (including in Māori medium) by refocusing contracts with recruitment agencies towards domestic recruitment.	Promote teaching as a career of choice	\$1.57
	Providing schools with funding for domestic relocation to teachers and 'finders fees' to cover domestic recruitment costs.	Promote teaching as a career of choice	Funding t.b.c subject to design work. \$2.10
Repurposed	Increase access to Teacher Education Refresh enrolment subsidies, allowing qualified teachers to readily obtain up-to-date practising certificates.	Help our teachers and kaiako thrive	\$0.80
Expanded	With other agencies, including the Teaching Council look at ways to reduce administration and speed up processing times for schools, teachers and prospective teachers applications.	Help our teachers and kaiako thrive	Funding t.b.c subject to design work.
New for exploration	Expand support for iwi to increase teacher supply within their regions, focusing on strengthening pathways into Māori medium and te reo Māori teaching.	Grow the next generation of teachers and kaiako	\$1.76
	Invest in expanding the Virtual Learning Network (VLN) to assist schools to share teaching resource.	Help our teachers and kaiako thrive	Funding t.b.c subject to design work.
	Review the previous Recruitment, Retention and Responsibility National Fund (3RNF) which supported schools to attract Limited Authority to Teach teachers and re-establish previous support or explore adding a new category.	Understand and respond to changing demand and supply	\$1.24
	Working with Union partners to better understand their supply challenges and support needs.	Help our teachers and kaiako thrive	N/A