

Relief Teacher Pathways

Consultation on proposals for a new practising certificate and Limited Authority to Teach for Relief Teachers



**Teaching
Council of
Aotearoa
New Zealand**

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Overview

We are consulting on two proposals intended to make processes easier for those working as day-to-day relief teachers.

The first proposal focuses on how best to support day-to-day relief teachers to obtain certification. This proposal includes a range of options for your consideration. These options include introducing a new practising certificate specifically for day-to-day relief teachers, implementing a range of features to better support relief teachers, or keeping certification and settings as they currently are.

The second proposal is to introduce a new type of Limited Authority to Teach (LAT) that would give some non-teachers, such as teacher aides, permission to work as a day-to-day relief teacher on a short-term basis.

This document sets out these two proposals as Part One: Introducing new support features, which might include a new practising certificate, for day-to-day relief teachers and Part Two: Introduction of a new Limited Authority to Teach for day-to-day relief teachers.

To share your views on these proposals, please see a link to the survey below. We also welcome written comments on these proposals which can be sent to submissions@teachingcouncil.nz.

Part One: Introducing new support features, which might include a new practising certificate, for day-to-day relief teachers

What?

We are consulting on a range of options intended to make the process of gaining and renewing a practising certificate easier for those working as day-to-day relief teachers – while also maintaining high standards and not creating a back-entry pathway into the profession. One option includes the introduction of a new type of practising certificate for relief teachers. Importantly, this new type of practising certificate will hold the same status, and be interchangeable with, other 'full' category practising certificates.

The options we are considering and would like your views on are:

- | | |
|-----------------|--|
| Option A | Introducing new support features and a new practising certificate for day-to-day relief teachers |
| Option B | Implementing new features to support day-to-day relief teachers |
| Option C | Keeping the status quo. |

Why?

The current design and settings for gaining and maintaining a Tūturu | Full (Category One) Practising Certificate are aimed at meeting the needs of teachers who are in a permanent teaching role, while those related to a Pūmau | Full (Category Two) Practising Certificate best meet the needs of teachers working in roles that don't involve hands-on teaching – such as guidance counsellors and those working in initial teacher education.

To better support day-to-day relief teachers, we are seeking views on whether it would be best for the Teaching Council to introduce a new practising certificate specifically for day-to-day relief teachers, implement a range of features to better support relief teachers, or keep certification and settings as they currently are.

Option A - Introducing a new practising certificate for day-to-day relief teachers

The first option is to introduce a new type of practising certificate specifically for day-to-day relief teachers. This new type of practising certificate would only be available to teachers who have completed their induction and mentoring, and would not be available to brand-new teachers with Tōmua | Provisional certification. We are conscious that many beginning teachers end up relief teaching, and we intend to review how Tōmua works later this year to help better meet the needs of this group.

There are several different features we include in this paper which we think could make life easier for those wanting to relief teach on a day-to-day basis:

1. That certification for a relief teacher practising certificate be annual, rather than triennial, which means day-to-day relief teachers would not need to commit to three years of certification when their circumstances are more likely to change earlier than that. A significant number of day-to-day relief teachers are either near the end of their career, or are parents of young children – and one-year certification might better meet their needs. It might also be an attractive option to overseas-trained teachers who like the idea of a working holiday in New Zealand, but do not want to commit to living here for three years.
2. The introduction of a new tool to support a professional leader to endorse a relief teacher that they may well have very little connection to.
3. That day-to-day relief teachers be held to standards that better reflect what they do. If we introduce this element, we expect that these standards will mostly mirror those that other teachers are held to, but with slightly less emphasis on planning and reporting, and slightly more emphasis on knowing learners and how they learn.
4. Professional Learning and Development (PLD) could look different for day-to-day relief teachers. For many teachers, PLD is provided through their school or centre. This is not something that works well for many relief teachers.
5. Amend expectations around satisfactory teaching experience, to make it easier for teachers who are not in full-time work to have their teaching experience recognised.

Option B – Introduction of new features to support day-to-day relief teachers

Under this option, we would introduce some of the features listed under Option A, but without linking them to a new type of practising certificate. We welcome views on which features could be the most helpful and aligned with the relief-teacher journey.

We note that annual certification will only be possible through a new practising certificate type, so can only be implemented under Option A.

Option C – Keeping the status quo

Under current arrangements, day-to-day relief teachers who have completed their induction and mentoring are required to hold a “full” practising certificate type like Tūturu and Pūmau. In gaining certification, a teacher needs a professional leader to endorse that they meet, or are likely to meet, all of *Ngā Paerewa mō te Umanga Whakaakoranga | Standards for the Teaching Profession*. They are also required to meet the satisfactory teaching service requirement or complete a teacher refresh process. Satisfactory recent teaching service is defined as being at least two years of uninterrupted teaching within the last five years, or a shorter period as determined by the Teaching Council.

For more information, please see our current relief teacher policy at, <https://teachingcouncil.nz/getting-certificated/for-relief-teachers/>.

Who is a day-to-day relief teacher's practising certificate for, and when would they use it?

A day-to-day relief teacher's practising certificate

A *day-to-day relief teacher* is someone who fills in for a colleague, usually at short notice, and who is not responsible for developing a learning plan or the assessment of learners over time. Their role focuses on the delivery and implementation of effective teaching and learning. If we introduce a new day-to-day relief teacher's practising certificate, it will be as an option available to teachers who work as relief teachers. It won't be mandatory, and if the teacher would like to maintain their current practising certificate type (or move to another non-relief teacher practising certificate), they can.

A teacher won't need to apply for a new practising certificate type right away, or if they change work roles. Instead, we will ask at the time of the next renewal if a teacher is working as a day-to-day relief teacher and whether they would like to shift to that practising certificate type.

A key consideration in deciding what practising certificate type is best for you is likely to be how easy the certification process will be. If you are working as a relief teacher and have a good relationship with a school or centre and a professional leader, then it is likely that it will be relatively easy to recertify using existing processes. If you don't have those relationships, then this new practising certificate may make life a little easier for you.

A day-to-day relief teaching practising certificate will still be a 'full' practising certificate type, just like Tūturu and Pūmau. That means you will be able to move between different teaching roles with ease. A teacher holding Tūturu or Pūmau can do day-to-day relief work, and a teacher holding a day-to-day relief teacher's practising certificate can move into full-time permanent work. We will just check in with you at the time of your next renewal about what practising certificate type is best for you in your current role.

Questions

1. Would a relief teacher's practising certificate help to meet the needs of relief teachers, professional leaders, and schools and centres?

Features of a possible day-to-day relief teacher's practising certificate

Annual certification

Some teachers work as a day-to-day relief teacher for long periods of their career, but many do not. Some day-to-day relief teachers are nearing the end of their career and see relieving as a step towards retirement. Others experience life events that temporarily restrict their ability to work full-time – being a parent of young children, for example, or having responsibilities for an ill relative. The Teaching Council also regularly gets queries from overseas-trained teachers who would like to come to New Zealand on a working holiday, but do not want to commit to working here for three years.

We are also very conscious that day-to-day relief teachers earn less than their colleagues in full-time employment, and that paying for three years of certification can sometimes be problematic.

For these reasons, we propose that a new type of practising certificate for day-to-day relief teachers be introduced and issued for one year, rather than three years. Should we decide to proceed with this approach, the policy and criteria enabling it would be included in the *Requirements for Teacher Registration, Practising Certificates and Limited Authority to Teach* policy.

Although certification would be annual, there are several aspects of the certification process that would still take place every third year. This would include the police check, and also endorsement by a professional leader (see below).

Questions

1. Do you agree that if we introduce a day-to-day relief teacher's practising certificate, that it should be for a term of one year?
2. Should this type of practising certificate be available to overseas-trained teachers who meet our registration and certification requirements, and who are in New Zealand on a working holiday?

Does the proposed approach enable professional leaders to more confidently provide an endorsement for a relief teacher?

Teachers on a Tūturu | Full (Category One) require a professional leader to endorse that they meet *Ngā Paerewa | Standards*. We have heard from day-to-day relief teachers that it can often be difficult for them to get this endorsement. Professional leaders are busy, and often prioritise the needs of their permanent staff. Professional leaders also often don't have a strong relationship with day-to-day relief teachers, and don't feel confident endorsing someone whose practice they have not been able to observe closely.

For this reason, we think we should provide better support to help professional leaders in endorsing relief teachers. This support would take the form of a tool that looks a little like a Return to Practice Plan or a Quality Practice Template, that is intended to help both the teacher and the professional leader assess compliance with *Ngā Paerewa | Standards*. The teacher would include enough information in this tool to allow the professional leader to make an assessment, but – importantly – this would not be a return to appraisal or require the collection of large amounts of evidence.

While we would expect the teacher to use the tool to make a self-assessment on an annual basis, we would only require the professional leader to review these self-assessment documents on a three-yearly basis, starting at the conclusion of the first year of certification. In other words, while certification will be annual, endorsement by a professional leader would only be required every third year. Similarly, the Teaching Council would only conduct a police vet on a relief teacher every third year.

Questions

1. Does the proposed approach enable professional leaders to more confidently provide an endorsement for a relief teacher?
2. Are there any other approaches we should consider here? For example, could we replace endorsement with an entirely different mechanism for relief teachers?

Standards for day-to-day relief teachers

We propose that a new set of standards would be introduced for relief teachers because they often do slightly different work to other teachers.

Even though we still expect relief teachers to meet the same standards with respect to things like demonstrating a commitment to Te Tiriti o Waitangi and inclusive practice, they are often not involved in designing learning plans or monitoring the extent and pace of learning. Likewise, because they are often coming fresh into a group of learners that they do not know well, they need to work quickly and effectively to develop trust and respect. New relief teacher standards would aim to better reflect these expectations.

Having a different set of standards may make it easier for a professional leader to give their endorsement, because the standards will reflect the work that the teacher actually does. For similar reasons, it will help the teacher to identify their own learning needs and where they need to develop. Finally, it will help the Teaching Council in working with the teacher should their competence ever come into question.

If the Teaching Council decides to introduce new standards for day-to-day relief teachers, our initial thinking would be to adapt the general standards based on the following approach:

- Maintaining the same expectations in relation to most focus areas, such as: understanding the learning process; knowing and using teaching strategies; meeting diverse needs; managing the learning setting; and demonstrating a commitment to Te Tiriti o Waitangi.
- Amending some focus areas to reflect the distinct challenges and circumstances faced by day-to-day relief teachers, in particular: recognising that the content knowledge required will differ from one assignment to the next; more focus on establishing relationships and maintaining existing arrangements; less focus on advance planning of learning activities; and removing reference to gathering, using and reporting on assessment information and engaging with external agencies and the wider community.

Should we decide to introduce new standards, we would conduct a further round of consultation presenting a full set of standards and focus areas, to make sure we get the content right, but your feedback at this juncture would be invaluable in shaping that work.

Questions

1. Do you agree that a new set of standards be introduced for day-to-day relief teachers?
2. Do you feel that our proposed approach gets the balance right in recognising the specific circumstances of day-to-day relief teachers while still reflecting the key aspects of quality teaching practice?

Our proposed approach to standards being:

- *Maintaining the same expectations in relation to most focus areas, such as: understanding the learning process; knowing and using teaching strategies; meeting diverse needs; managing the learning setting; and demonstrating a commitment to Te Tiriti o Waitangi.*
 - *Amending some focus areas to reflect the distinct challenges and circumstances faced by day-to-day relief teachers, in particular: recognising that the content knowledge required will differ from one assignment to the next; more focus on establishing relationships and maintaining existing arrangements; less focus on advance planning of learning activities; and removing reference to gathering, using and reporting on assessment information and engaging with external agencies and the wider community.*
3. Do you have any other feedback, suggestions, or concerns about new day-to-day relief teacher standards?

Professional learning and development

Most teachers are able to access professional development and learning through their school or centre. The same is not true for many day-to-day relief teachers. Instead, they often need to identify their own learning needs and access development opportunities in their own time.

We propose to better support day-to-day relief teachers to meet their learning needs by developing a document to support the current Professional Growth Cycle (PGC) for Casual Relievers. This could be the same document discussed above under 'Supporting a professional leader to make an endorsement' and would look a bit like the Return to Practice Plan (RTPP) that some teachers already use when returning after an absence from the workforce. Instead of being used at the end of the PGC cycle, this new document would be intended for use at the start of the cycle, and to help teachers to identify where they need to focus in terms of their development. It would be based on the standards for day-to-day relief teachers mentioned above, and include suggestions and links to resources that they can use to support their development.

We would also expect professional leaders to support relief teachers to develop and implement their learning and development plan. They would be required to check that teachers have appropriately

identified their learning needs and taken adequate steps to address these, but we would not expect them to review evidence to assess the teacher's competence.

There might also be a place for a central agency to act as a portal for relief teacher PLD. This could potentially be the Teaching Council, but there are also other bodies that may be better placed to take this role, such as unions or the Ministry of Education. The central agency would not necessarily need to develop and provide PLD, but could just help connect teachers to quality programmes that meet their development needs.

Questions

1. Do you think a tool to help day-to-day relief teachers plan their PGC would be helpful?
2. Should there be an agency who coordinates or manages professional learning and development for relief teachers?

Satisfactory recent teaching requirements

The legislation states that teachers must meet satisfactory recent teaching requirements, and the way it sets this out largely means that a Teaching Council staff member has to assess each and every application from a relief teacher. This is because that teacher is unlikely to meet the threshold of having had 'at least two years uninterrupted teaching within the last five years.'

We propose to provide greater clarity and guidance around what a Teaching Council registration officer needs to look at, and how this requirement can be satisfied by someone doing part-time and casual relief work. This would recognise work across different schools and centres. We would also look across the past five years, and so long as a teacher has completed a bare minimum of work across those five years, they should meet our expectations.

Moving to Tūturu | Full (Category One) certification

There will be situations where a relief teacher would like to move from a relief teacher practising certificate to Tūturu | Full (Category One) Practising Certificate. A common example will be where that teacher enters into a full-time permanent role. We propose that to support this transition the teacher will need to engage in a mentoring plan for one year. This is exactly the same as the process teachers currently follow when moving from Pūmau | Full (Category Two) to Tūturu. As with that process, the plan would be developed with a professional leader, who would need to confirm at the end of the year that the mentoring programme has been completed.

We would hope that completing a mentoring programme will help the teacher to build their relationship with the professional leader, and to develop the understanding of the expectations in their new school or centre.

Questions

1. Do you agree that asking a teacher to enter a mentoring programme if they want to move from a relief teaching practising certificate to a Tūturu | Full (Category One) Practising Certificate would be helpful?

The cost of obtaining a day-to-day relief teacher's practising certificate

If we do introduce this new practising certificate type, we will consult again on a proposed fee and levy that will be based on the actual and reasonable cost of a one-year practising certificate. Under the current model, one- and two-year LATs are priced at one third and two thirds of the total fees and levy for a three-year LAT, respectively. Given the expected volume of applications, we will need to carry out financial modelling to understand the implications of introducing shorter-term relief teaching practising certificates.

Questions

1. Do you have a preferred option to which approach should be taken to make the process of gaining and renewing practising certificates easier for those working as day-to-day relief teachers?

☐ Option A – A new practising certificate for day-to-day relief teachers, that would include all of the features discussed in this paper.

☐ Option B – Introduction of some, but not all, new features to support day-to-day relief teachers.

Which features you think are most critical to supporting day-to-day relief teachers in their work?

☐ Supporting professional leaders to make an endorsement.

☐ Standards for day-to-day relief teachers.

☐ Professional learning and development tools.

☐ Creation of guidance around satisfactory recent teaching requirements.

Why is annual certification missing from this list? Under current legislation we are not able to allow for annual certification unless it is also accompanied by a new practising certificate type, meaning this feature is only possible under 'Option A'.

☐ Option C – Keeping the status quo.

2. Is there anything else you would like to tell us about your views on these options?

Part Two: Introduction of a new Limited Authority to Teach for day-to-day relief teachers

What?

We are consulting on a proposal to introduce a new type of Limited Authority to Teach (LAT) that would give some non-teachers, such as teacher aides and others already working within a school, permission to work as a day-to-day relief teacher on a short-term basis.

Why?

Our fundamental view is that any person teaching should be a registered teacher and hold a current practising certificate. But we are also conscious that workforce shortages, maldistribution, and winter illnesses mean that enforcing this expectation means that children and young people are currently being sent home because no teacher is available.

We already issue a range of LATs that allow non-teachers to teach. These include a short-form LAT where skills are in short supply and a school or centre is trying to recruit a teacher. We propose to introduce a new type of short-form LAT that is a variation on this type, and would allow someone already working in a school or centre to relief teach on a short-term basis where teaching staff are unexpectedly absent and no certificated relievers are available.

We are conscious that introducing a new type of LAT is not desirable as a long-term or permanent workforce solution, and that the ideal situation should be that every child is taught by a registered and certificated teacher. We seek your advice on what long-term solutions we should be working towards.

Day-to-day relief teaching LAT

This new LAT type could be used by a person already working in a school or centre, such as a teacher aide or staff member in a teacher-led ECE service. We are also seeking your feedback on whether former teachers could apply. Applicants would need to meet certain criteria around their qualifications, experience and language competency, would be subject to a police vet, and would need to provide a written reference from a school or centre attesting to their suitability to relief teach and attesting to a shortage of certificated relievers. They would also need to make a declaration around their commitment to the values and expectations set out by the Teaching Council.

The new LAT would be limited to one year (although it could be renewed if there is evidence that the local shortage of certificated relievers is ongoing), and would only allow the LAT holder to work as a day-to-day relief teacher on a maximum of 90 days during that year and where certificated teaching staff are unexpectedly absent and no certificated relievers are available. It would not allow the holder to work in a permanent or long-term teaching role.

Relief teaching LAT

There are currently three different types of LAT that the Teaching Council issues. These are:

- Specialist skills – which allow non-teachers with specialised skills to work in specific areas, notably music and technology.
- Skills in short supply – which allow non-teachers to work as teachers on a short-term basis when a school or centre has tried unsuccessfully to employ a registered and certificated teacher into a role.
- Charter School LATs – a new category introduced via legislation late last year which allows a small number of non-teachers to work as teachers within a charter school setting.

During the winter of 2024 we encouraged people already working in schools, like teacher aides, to apply for a Skills in short supply LAT to allow them to work as relievers. We also made a temporary

policy change that allowed former teachers to return to the workforce under this type of LAT for the purpose of relief teaching. This approach was very well received in some hard-to-staff regions like Southland and made us think that developing a permanent LAT type specifically for short-term relieving might be helpful.

What we now propose is to introduce a new form of LAT based on the Skills in short supply LAT, but instead of limiting this to situations where a school or centre has a vacancy for a teacher that it is unable to fill – we would limit this to situations where no registered and certificated relievers are available to provide short-term relief.

We propose that to obtain this type of LAT, a person would need to provide the Teaching Council with:

- a full curriculum vitae that shows that they have worked in an educational setting for at least five years in a role such as a teacher aide or as a staff member in a teacher-led ECE centre
- a certified copy of any relevant qualifications
- a written reference from a school or centre leader, attesting to their knowledge, skills and suitability to relief teach
- a letter from a professional leader in one or more of the schools or centres in the geographic area in which they wish to teach, attesting to the shortage of certificated teachers available to relief teach
- a declaration that the person is committed to the values and expectations set out in *Ngā Tikanga Matatika | Code of Professional Responsibility*
- consent for the Teaching Council to apply to New Zealand Police for a police vet
- confirmation of the types of verified identity documents that were provided to the person's identity referee
- where applicable, proof of satisfactory overseas police vets
- a declaration (and where applicable evidence) that the person does not have a condition that would affect their ability to teach safely and satisfactorily
- evidence of competence in English and/or te reo Māori
- a declaration that the person is committed to honouring Te Tiriti o Waitangi in the learning environment and supporting the aspirations of Māori learners.

The LAT would be subject to the following requirements:

- It would be limited to one year, but could be renewed for another year if there is evidence that the local shortage of certificated relievers is ongoing.
- It would allow a person to work as a relief teacher on no more than 90 days in a one-year period. These 90 days could be consecutive.
- It would allow that person to work only where certificated teaching staff are unexpectedly absent and no certificated relievers are available.
- It would not allow a person to work in a permanent or long-term teaching position.

The limit around the number of days per year that a LAT holder can work is intended to ensure that use of a LAT holder does not become a long-term solution, when the intention is to help schools and centres get through short-term crisis situations. We have suggested 90 days as the upper limit, because this would allow someone to cover the winter illness months and welcome views on this time span.

We propose that the fee for this type of LAT would be the same as the fee for a Skills in short supply LAT type, because the costs associated with it would be the same. Our recent consultation of fees and levies proposed that this be set at \$131.21.

Questions

1. If we introduce a relief teaching LAT, should it be open to former teachers who don't hold a current practising certificate?

2. Does putting a requirement on the LAT to limit a holder to working on only 90 days per year seem reasonable?
3. Do you agree that the 90 day (including consecutively) per day work limit for these day-to-day relief teachers is appropriate? Is it too long, or too short?

Frequently asked questions

What is the size of the problem with relief teaching? How many more relief teachers do we need?

We can't tell you how many relief teachers the sector is short of, but we can tell you that school and centre professional leaders are telling us that the shortage is acute. Ministry of Education data shows that the headcount of relief teachers in the state and state-integrated schooling workforce was at around 9570 in 2023, down from a peak of 12,272 in 2011.

Would the proposed day-to-day relief teacher's practising certificate be a lesser type of certification?

No. We anticipate that teachers will move easily between practising certificate types as they change roles, and that there will be times when someone on a day-to-day relief teacher's practising certificate will be working in a permanent teaching role and vice versa. The type of certification isn't about skills, value, or importance – it is about the steps that a teacher takes to maintain their certification.

Would I need to get a new practising certificate if I am a relief teacher and get appointed to a permanent role, or vice versa?

No. We would not expect anyone to have to apply for a new practising certificate type just because their role changes. Instead, we would expect them to seek to change certification type at the point their current practising certificate expires. This is similar to how teachers currently move between Tūturu | Full (Category One) and Pūmau | Full (Category Two) certification.

If I am working as a relief teacher, do I have to have a day-to-day relief teacher's practising certificate?

No. The aim of this practising certificate type is not to classify you as one thing or another – it is about providing an easier pathway to certification. If you would like to maintain your current practising certificate type (or want to change to a different non-relief teacher practising certificate), you can.

If I am working in a full-time permanent role, could I apply for a day-to-day relief teacher's practising certificate?

No. As an employee of a centre or school you will be able to access the full range of support that your employer provides. The existing certification processes will better meet your needs.

Would I apply for a day-to-day relief teacher's practising certificate if I am on a fixed-term, part-time contract?

Maybe. If you have been providing relief across multiple schools or centres over the period of your last practising certificate, then the answer is probably 'yes'. If you are on contract to a single school or centre – even if it is for the purpose of providing relief – then the answer might be 'no'. This is because you should have a good working relationship with a single professional leader, and that means that obtaining a new Tūturu Practising Certificate should be relatively straight-forward. We are also seeking your feedback about when relief teacher certification should be an option.

If relief teaching certification is annual, does that mean I have to seek endorsement and undergo police vetting every year?

You will need to apply for a new practising certificate each year, but some aspects of the process will remain triennial, meaning you will only need to do them every third year. That includes seeking the endorsement of a professional leader and police vetting. However, you will need to apply for the Teaching Council each year, and we would expect you to continue to use the tools we supply to help you plan your professional development and learning and help your professional leader to make their assessment when that time comes around.

I am a beginning teacher who is relief teaching, is this new practising certificate type for me?

Not at the very start of your career. We are proposing that this new practising certificate only be available to teachers who have completed their induction and mentoring, and will not be available to other teachers on Tōmua | Provisional certification. We are conscious that many beginning teachers end up relief teaching, and we intend to review how Tōmua works later this year to help better meet the needs of this group.

Why have you proposed that the relief teaching LAT only allows someone to work in a relief teaching role for 90 days?

The limit around the number of days per year that a LAT holder can work is intended to ensure that use of a LAT holder does not become a long-term solution, when the intention is to help schools and centres get through short-term crisis situations. We have suggested 90 days as the upper limit, because this would allow someone to cover the winter illness months.



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