

# Secondary staffing and the need for change

Report of the Secondary Principals'  
Council of Aotearoa

21 September 2021

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# Introduction



**In 2012, the Ministry of Education, principals, PPTA and NZSTA reached agreement that the staffing formula does not work for larger secondary schools in terms of class sizes and that, more generally, there is no evidence the staffing allocations for management and pastoral care and guidance are appropriate.**

Secondary entitlement staffing has not changed significantly since 2012, but schools now face new and increasing pressures on staffing, including:

- » greater needs in student pastoral care and guidance
- » an increasingly complex management environment
- » greater expectation of differentiated learning and learning pathways
- » greater expectation for community and whānau liaison
- » a shift away from streaming and towards integration of students with greater learning needs
- » the use of innovative learning environments
- » the accelerated development of blended and asynchronous teaching and learning practices
- » increasing recognition of the wellbeing impacts of the workload of principals, senior leaders, middle leaders, pastoral care teachers and classroom teachers
- » the loss of international student income that has masked the under-resourcing.

In 2020, the Secondary Principals' Council of Aotearoa (SPC) initiated a four-part review of secondary staffing adequacy with the aim of developing and promoting needs-based staffing to better serve our schools and our students.

This review includes:

- » **a survey of principals** about the entitlement staffing adequacy
- » **case studies** of staffing use in a representative group of secondary schools
- » **a staffing summit** for secondary and composite school leaders to consider current pressures and expectations on schools, identify coming changes and examine how best to staff schools to meet their needs
- » **a wider teaching force survey** of where additional staffing is most needed.

This report covers the outcomes of the first three of these and outlines a needs-based staffing model for discussion by the sector. Full reports of each and staffing summit session notes and presentations can be found at [www.ppta.org.nz/past-events/the-staffing-summit](http://www.ppta.org.nz/past-events/the-staffing-summit).

I wish to thank our presenters and panellists at the summit and our principals and senior leaders who gave up precious time from their families to join us in this important mahi, shared their thoughts, experiences, and wisdom and ensured discussions were based in real school contexts. I also extend the thanks of SPC to all those who took part in the surveys and the schools and principals who gave up their time to participate in the case studies. We hope that your work will encourage the government to move quickly to address the chronic understaffing of secondary and composite schools.

A handwritten signature in blue ink, appearing to read 'Kate Gainsford'.

**Kate Gainsford**  
Chair, Secondary Principals' Council of Aotearoa

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## Part 1

# Staffing adequacy survey<sup>1</sup>

1. SPC. (2021). *Entitlement staffing adequacy: a survey of secondary and composite school principals*. Wellington: Secondary Principals' Council of Aotearoa. <https://www.ppta.org.nz/past-events/the-staffing-summit/document/1457>



62 principals were surveyed

# Sample

62 principals from a broad range of secondary and composite schools completed the survey.



## Adequacy for mandated obligations

More than three-quarters said they were under-resourced by the staffing formula for mandated obligations. No principal with a roll over 750 thought they had enough centrally provided staffing.

The greatest pressures were in management time, pastoral care and guidance time, time for providing a broad curriculum and trying to manage average class sizes.

The average shortfall identified was 4.97 FTTE (full-time teacher equivalent) per school.

Principals who thought their staffing entitlement was insufficient employed an average of 2.18 FTTE additional teachers from school funds to cover the gaps.



## Local obligations using teacher staffing

Principals identified two categories of local obligations that used teacher staffing:

- » Meeting state obligations locally, most frequently pastoral care and guidance.
- » Non-mandated obligations, most frequently extracurricular activities.

Principals who felt the entitlement staffing was adequate for mandatory obligations used an average of 1.35 FTTE staffing to meet local obligations (0.45 FTTE entitlement staffing and 0.9 FTTE school-funded), while principals who felt their entitlement staffing was inadequate used on average 1.96 FTTE staffing to meet local obligations (0.64 FTTE entitlement and 1.32 FTTE school-funded).





Secondary  
school staffing is  
not needs-based



### All additional staffing employed

Almost all principals indicated their staffing entitlement was insufficient for both local and mandated needs, and overall, they employed an average of 3.40 FTTE of school-funded staffing to meet these obligations.



### General comments

Principals most frequently expressed concerns about the lack of staffing for curriculum width in small and low-decile schools, for pastoral care for students and for maintaining reasonable class sizes.



### Use of Pasifika Initiative Fund and COVID Response Fund

50 principals had funding from the Pasifika Initiative Fund, the COVID Response Fund or both. With access to additional resourcing, they most frequently used it to hire additional teachers, primarily for pastoral care and guidance.



### Conclusion

Despite differences in how the outcomes were experienced, there is a high level of agreement that the secondary staffing entitlement is insufficient for the multiple and complex needs of modern schools.

# 62

62 principals from a broad range of secondary and composite schools completed the survey



More than three-quarters of principals said they were under-resourced

# 4.97

The average shortfall identified was 4.97 FTTE per school



Greatest pressures were in management time, pastoral care and guidance time, time for providing a broad curriculum and trying to manage average class sizes

# 50

50 principals had funding from the Pasifika Initiative Fund, the COVID Response Fund or both

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## Part 2

# Case studies





## The research

The research reported here<sup>2</sup> was commissioned by SPC as part of collecting a body of evidence to present to a staffing summit in Wellington held on 15–16 July 2021.

A representative sample of 10 schools was constructed from a list of schools that had volunteered to be part of the study. Face-to-face interviews were conducted with the principals of secondary and composite schools that covered a wide range of geographical areas, school types, sizes and socioeconomic status. This fieldwork was conducted in June and July 2021.



### The effects of subject specialism

Secondary schooling is distinguished from primary schooling by the extent of subject specialisation offered to students. Whether these subjects are taught in isolation by a single teacher or, as in some highly innovative schools, taught alongside or merged with another subject, the teachers of these subjects must ensure that their students are able to achieve at the levels necessary to be able to access the pathways they wish to follow beyond school.

The degree of specialism and the extent of student choice increases with each level of secondary schooling. As an example, by year 13, the junior-level subject science splits into five separate subjects – physics, chemistry, biology, Earth and space science, and agricultural and horticultural science – and students wishing to pursue science-related careers will have the choice of these.

It is this subject specialist character of secondary schools that makes staffing them so much more complex than staffing a primary school with students remaining with one teacher for all or most of the day in a single cohort-based group.

Developing a timetable to meet the pathway needs of every student in a secondary school is not a task for the faint-hearted, and it is made much harder when the overall quantum of teachers is simply not enough.

# 10

A representative sample of 10 schools was constructed from a list of schools that had volunteered to be part of the study



Face-to-face interviews were conducted with the principals of a diverse range of secondary and composite schools

# 2021

This fieldwork was conducted in June and July 2021

2. Alison, J. (2021). *It's just not enough: Principals discuss the staffing of secondary and composite schools*. Wellington: Secondary Principals' Council of Aotearoa. <https://www.ppta.org.nz/past-events/the-staffing-summit/document/1447>



One principal admitted ... being a head of English had been “the longest hours [he] ever did”



### Pastoral care and guidance counselling

Secondary schools are required to make guidance counselling available to their students, and this is generally done by employing one or more qualified (usually at master’s level) school guidance counsellors. In addition, schools need to establish comprehensive pastoral care systems, usually consisting of a deputy principal with responsibility for pastoral care, overseeing a group of deans who, in turn, oversee a group of form/whānau/tutor teachers who would most often follow the students in their form class through the year levels of the school, either as a vertical group (years 7 or 9 to 13 in a single group) or a horizontal group (a single year level in a group). This form teacher role is additional to teachers’ subject specialist teaching roles.

Secondary schools receive an allocation of staffing called base guidance that is calculated on their year 9–13 roll, but there is no allocation for students in years 7 and 8 who may be in a secondary school – e.g. a year 7–13 school, an area school or a kura kaupapa Māori.) Principals have been calling for many years for improvements to this staffing allocation, and the needs have accelerated over that time.

This was echoed by principals in the case study schools. Some of the reasons why, for them, this need is becoming more urgent included the COVID-19 pandemic and its effects on students and their families, a rapidly increasing incidence of anxiety among young people and the negative aspects of social media.

The case study schools were having to draw staffing from other areas to adequately provide for their pastoral care and guidance needs, in particular, from the staffing provided for curriculum. This has a cost in terms of less curriculum breadth, students being taught in multi-level classes and larger class sizes than are optimal for student learning. The principals described the difficult compromises they had to make in order to meet their students’ needs in this area.



Schools were having to draw staffing from other areas to adequately provide for their pastoral care and guidance needs



### Leadership in secondary schools

The complex and subject specialist nature of secondary schools means that there needs to be more tiers of leadership. Not only does a secondary school have a principal and a number of deputy principals who oversee curriculum issues, pastoral care and guidance systems, staff wellbeing, timetabling, property matters and more, it must also provide for curriculum leadership in all the specialist subjects it offers.

The principals in the case study schools talked about the complexity of their role and how this was shared out among their team of associate, deputy and/or assistant principals. In addition, they expressed concern that the time available for middle leaders to manage their subject specialist areas was insufficient for the wide range of tasks they needed to do. These included curriculum development and innovation, managing change in NCEA requirements, quality assurance of NCEA assessments, leading the professional learning of their staff, managing resources and more. One principal admitted that being a head of English at a previous time in his career had been “the longest hours [he] ever did”.



### Staffing the curriculum

It is a big challenge, even in smaller secondary schools, to put teachers with the right level of subject knowledge in front of classes that are big enough to be viable to staff but not so big that students and teachers suffer. Everything that leads a school to draw on its curriculum staffing for other purposes, such as pastoral care and guidance, makes this task even harder.

In the case study schools, there was mention of having to resort to multi-level classes (where up to four different levels of a subject are being taught at the same time), split classes (where two teachers share the lessons between them across a week, perhaps one teaching three lessons and a different teacher the fourth), over-large classes (including a few over 30) and simply not being able to offer a subject because there was not enough staffing available.

It has been claimed by some advocates that e-learning is a ‘silver bullet’ to ensure that students can access the full breadth of the curriculum. The principals in this study who had experience of this were generally not convinced. One principal had analysed the NCEA course endorsements achieved by his

students and found that the vast majority of these came from classes where they were face to face with a teacher. They were far less successful in their e-learning classes. On the other hand, the principal of the kura kaupapa Māori was disappointed that e-learning offerings seemed to have declined in recent years, as access to subject specialist teachers who are fluent in te reo Māori is a constant challenge for kura.

Ministry of Education discourages encourage and celebrate curriculum innovation, and all new school buildings are required to be flexible in ways that enable such innovation. However, it should not be assumed that innovative curriculum requires fewer teachers. The case study schools engaged in innovation had found that this required the same or more staffing.



**In some schools, there was mention of having to resort to:**

- ! **Multi-level classes**
- ! **Split classes**
- ! **Over-large classes**
- ! **Reducing the amount of subjects available**



### Staffing for special needs

Most of the case study schools had students who had been classified as having high or very high ongoing resourcing needs, which meant that some staffing came with them as long as they remained on the roll.

However, it was the students who missed out on this Ongoing Resourcing Scheme (ORS) staffing that these schools found harder to cater for, and principals said they had many students in this category. One principal listed some of the complex needs that might be evident in this group of students: mental health issues, autism spectrum disorders, ADHD, oppositional defiance, dyslexia, dyscalculia, dyspraxia and more. Another principal talked extensively about the complex family and whānau issues her students faced. A Christchurch principal talked about trauma-affected students, many of whom would have been at a very vulnerable age during the 2010–11 earthquakes and affected by the ongoing stresses of housing remediation, financial pressures and more.



### Funding staff above entitlement

As a consequence of secondary schools receiving insufficient staffing from the state, many of them resort to finding other ways to fund extra teachers.

One option that has been available to some schools but not others, hence creating significant inequities, is the recruiting of international or foreign fee-paying students (FFPs). Some of the case study schools, especially those in major urban areas, had had significant numbers of FFPs, one school reaching 122 students prior to COVID-19. However, COVID-19 and consequent border closures have had a disastrous effect on this source of income, and this seems unlikely to change in the next year or two. This means that, at the end of this year, some of these principals may be having to make cutbacks in their staffing and fund redundancies for staff hired out of FFP funds.

Some schools, for various reasons, have accumulated funds and are able to use these to fund additional staff for a limited time at least. Most, however, don't have such funding sources.

Many of the case study schools were involved with secondary-tertiary programmes, which meant that some of their students were taken out of the entitlement staffing calculations and funded through the operations grant. This did not seem to be a major problem for schools, but it can lead to quite a large pool of teachers being counted as additional staffing rather than entitlement staffing.



**Many students who miss out on ORS staffing would benefit from it, due to complex needs such as mental health issues, autism spectrum disorders, ADHD, dyslexia, family issues, trauma and more**

# 122

**One school relied on the funding provided by having 122 FFPs attending their school. This income is gone due to COVID-19**



### The demands of collaboration

It feels to principals that the demands on them to collaborate with others have increased in recent years, and one described this area as taking “a helluva lot of time”. The two areas of collaboration that principals talked about most were collaboration with whānau and with their local Māori community more widely and collaboration with other schools, usually through Kāhui Ako | Communities of Learning.

Collaboration with Māori through working with rūnanga or other iwi organisations and individuals puts pressure not only on the school but also on the Māori end of the

partnership. Some principals talked about their local rūnanga being small and having few kaumātua or kuia to advise them. Principals talked about learning how to ensure that their relationships with Māori organisations were true partnerships rather than the school ‘using’ local Māori in order to be able to tick off the box for collaboration.

While most case study schools were in Kāhui Ako, this initiative of the previous National Government could not be said to have received resounding applause from the case study principals. In some cases, it was working well and the school was benefiting – the area school’s collaboration with a group

of other area schools was one example of this. In other cases, enthusiasm was more muted. Under the previous government, secondary schools were under pressure to form a Kāhui Ako that matched the concept of a ‘pipeline’ – a progression of students from a given set of primary and intermediate schools into a particular secondary school. But many of these schools have found that this ‘pipeline’ is notional only and that only a minority of students from other schools in the Kāhui Ako end up on their rolls. Some principals could see other benefits from working with their primary colleagues, however.



### The impacts on teacher supply of insufficient staffing

Having too few teachers in a school means those that are there are having to work harder to meet the needs of all of the students. Unprompted, four of the 10 principals talked about how this pressure was leading to teachers seeking to move from full-time to part-time positions in order to be able to improve their work-life balance. This is a grave concern when a steady supply of qualified and suitable teachers cannot be guaranteed.



### Roll growth

A number of the case study schools were facing roll growth over the next few years as a result of housing developments. Some principals talked about the pressures of roll growth on their ability to maintain their school cultures and dynamics. At the same time, they noted that there were some benefits to having a larger roll.



**Small rūnanga have few kaumātua or kuia to advise them – putting pressure on the Māori end of partnerships**

# 4/10

**4 out of 10 principals talked, unprompted, about how teachers were seeking to move to part-time positions in order to improve their work-life balance**



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## Part 3

# Staffing summit<sup>3</sup>

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3. SPC, (2021). *2021 staffing summit report*. Wellington: Secondary Principals' Council of Aotearoa. <https://www.ppta.org.nz/assets/Staffing-Summit-2021/SPC-Staffing-Summit-Report-21.9.21.pdf>

# Purpose

The purpose of the summit was to help move the sector to a more progressive and needs-based way of resourcing our secondary and area schools. Following are the session summaries.



## Problems with the current staffing formula

The components of the staffing entitlement are irrational when considered through a needs-based lens, and the level of staffing entitlement generally is inadequate. Schools report being on average about 5 FTTE understaffed in entitlement for current needs and partially covering the gaps by employing an average of 2.18 FTTE from their own funds.

Staffing based on size of school is too simplistic, and schools with high levels of challenge, which deal with poverty on a daily basis, need extra teaching staff who can work with those students.

Case study findings emphasise the complexity in use of staffing in secondary school and composite schools and reinforce the understanding that the formula produces insufficient staffing for actual needs, particularly pastoral care and management. Schools manage only by making a range of painful compromises and/or employing additional staffing from local funds if they can afford to do so.



## Government expenditure on secondary education

A BERL analysis covered government spending on education. The 2021 Budget was underwhelming for secondary education, and attendees were left with more questions than answers about Budget practices. There is little evidence of a long-term strategic plan for secondary education in the Budget.

# 5

Schools report being on average about 5 FTTE understaffed in entitlement for current needs

# 2.18

These gaps are being partially covered by schools using their own funds to employ an average additional 2.18 FTTE



Schools manage only by making a range of painful compromises



### Collaborative practices

Attendees of the summit heard about the importance of collaborative practice and a range of factors that could be improved to make the Kāhui Ako model work and the time required for collaboration between schools, between the schools and community and within schools. This raises questions about how to best staff schools to recognise collaborative practice that are separate from those of resourcing for the professional development/mentoring aspects of the current Kāhui Ako model.



### Blended and online learning

There are moves towards greater use of blended learning within our teaching practices and, consequently, the implications that would have for resourcing that mode of learning. Networking learning is about knowledge, technology and people, but of those, people are the key factor. Teaching in an online space is a specific skill, and designing an effective teaching and learning programme for the online environment requires time and space to create. 21<sup>st</sup> century skills are highlighted and promoted by network learning, but a move to effective online teaching and learning in whatever form is more costly on staffing.



### Community and iwi engagement

There are growing and welcome expectations for schools to meaningfully engage with mana whenua. Iwi don't want to deal with schools after decisions have been made about Māori. Māori want to be an equal part of the decision making. Schools need to approach engagement with iwi and hapū from the basis of common values. Partnership engagement places demands on our senior leaders and on mana whenua. Different iwi are at different stages of readiness for engagement, and the resourcing to support the engagement needs to come from schools. Significant time is required for proper engagement, and this has implications for management staffing.



### The impacts of streaming

Streaming in our schools has negative implications, particularly for Māori and Pasifika students and for students with additional learning needs. This includes the more subtle mechanisms for grouping or excluding students such as prerequisites. Principals need to be leaders in moving away from these practices. As grouping/streaming has in part been a practice to cope with large class sizes, this has implications for curriculum staffing.



### Health and wellbeing of senior leaders<sup>4</sup>

Many New Zealand secondary school principals are working long hours. Job demands are high and are impacting negatively on family lives and the health and wellbeing of our principals and senior leaders. There are some important resources available to those leading our schools, but more social support in their work is needed. Some components of the high workloads of New Zealand principals compared to Australian principals are likely to relate to the self-managing school model. Alternative models of school leadership may need to be considered to make the job manageable.



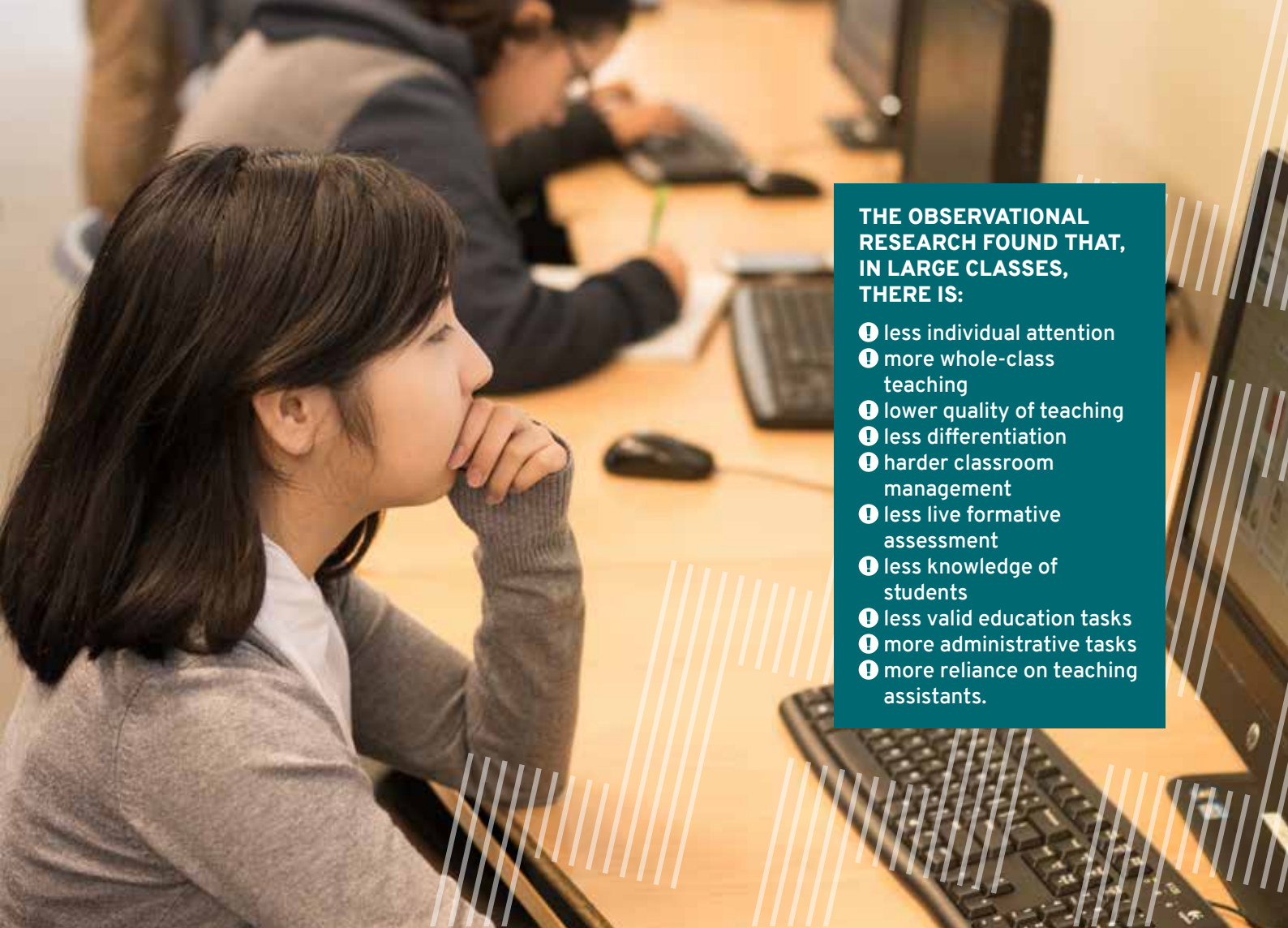
### Changing hours of work

The teachers' collective agreements are not compliant with the legislation because they do not identify hours of work or have appropriate references to annual leave requirements. They will need to be brought into line with the requirements of the Holidays Act 2003 and the Employment Relations Act 2000.



**Job demands are high and are impacting negatively on family lives and health and wellbeing**

4. Riley, P., Rahimi, M. & Arnold, B. (2021). *The New Zealand Secondary Principal Occupational Health, Safety and Wellbeing Survey: 2020 data*. Melbourne: Centre for Research for Educational Impact (REDI), Deakin University. <https://www.principalhealth.org/reports/NZ%20Secondary%20Principal%20Occupational%20Health,%20Safety%20and%20Wellbeing%20Survey--2020.pdf>



**THE OBSERVATIONAL RESEARCH FOUND THAT, IN LARGE CLASSES, THERE IS:**

- ❗ less individual attention
- ❗ more whole-class teaching
- ❗ lower quality of teaching
- ❗ less differentiation
- ❗ harder classroom management
- ❗ less live formative assessment
- ❗ less knowledge of students
- ❗ less valid education tasks
- ❗ more administrative tasks
- ❗ more reliance on teaching assistants.



### **Class size<sup>5,6</sup>**

Class size has a range of implications for student learning, particularly for at-risk groups, and for teacher workload. Analyses of average class size or student teacher ratios and outcomes in a limited number of core subject examinations are inadequate as the basis for policy decisions on class size. There is very little research into the lived experience of students and teachers in large and small classes, but that which exists shows that constructive learning practices and relationships are more easily maintained in smaller groups and support a range of skills that are

important for active engagement in work and society<sup>7</sup>.

The observational research found that, in large classes, there is:

- » less individual attention
- » more whole-class teaching
- » lower quality of teaching
- » less differentiation
- » harder classroom management
- » less live formative assessment
- » less knowledge of students
- » less valid education tasks
- » more administrative tasks
- » more reliance on teaching assistants.

Special needs students and low-achieving students struggle most in large classes. Teacher aides do

not enhance outcomes for students. Individualised teaching is harder and occurs less in large classes. Teachers compensate for large class sizes by working longer hours, adopting more whole-class teaching and using less-innovative teaching practices and more teaching to the test. These practices, along with the narrow focus on a few assessment outcomes and the bluntness of the average class size measures, may explain why there is less of correlation between class size and outcomes in some research. They also contribute to higher teacher workloads and have implications for teacher retention.

5. Blatchford, P. & Russell, A. (2020). Rethinking class size: The complex story of impact on teaching and learning. London: UCL Press. <https://discovery.ucl.ac.uk/id/eprint/10112837/1/Rethinking-Class-Size.pdf>

6. You can view the summit presentation on class size at <https://youtu.be/jalHIKtSTII>.

7. The New Zealand Treasury commissioned research into the effect of class size on long-term outcomes of students in the Christchurch longitudinal study. The researchers found statistically significant correlations between being in small classes over several years and a range of positive social and employment outcomes at age 21. Boozer, M. & Maloney, T. (2001). *The effects of class size on the long-run growth in reading abilities and early adult outcomes in the Christchurch Health and Development Study*. Treasury Working Paper 01/14. Wellington: New Zealand Treasury. <https://www.treasury.govt.nz/sites/default/files/2007-10/twp01-14.pdf>.





### Equity index

The work being done on the equity index promises a more needs-based resourcing opportunity. There are currently questions about how far to extend the use of the index. If it is accompanied by measures to ensure stability of staffing over a reasonable period, it could be applied to some or all entitlement staffing components. There would need to be a net gain in staffing to ensure no schools lose staffing as the current staffing quantum is inadequate for the existing needs of schools.



### Operational funding

International student fees have hidden these resourcing problems, and school operations grants are supporting essential staffing needs. There are some fundamental questions to ask about what schools do and how it is resourced. There are increasing pressures on operational funds. Volatility of school budgets means schools are conservative. Too much of what is essential staffing for schools is carried by operations grants and what schools can earn themselves. School leaders' and teachers' workloads are high and seem increasingly unbalanced. We have to think differently about how we use time in schools.



### Students with additional needs

We have increased obligations to meet the rights of students with disabilities without increased support. There is a disconnect between policy and what's happening on the ground. The resourcing framework (e.g. ORS) is flawed. A system change is needed for a fully inclusive model of schooling, including time for teachers to engage with students with diverse needs and pastoral care staff. This includes professional development and changes in initial teacher education and curriculum and special needs staffing.





There is little evidence of a long-term strategic plan for secondary education in the Budget



### Impacts of current reviews

The curriculum refresh and new supporting resources are intended to support learners on their pathway into senior secondary and beyond and to provide a coherent learning pathway from years 1–13 so that all learners develop the foundation they need for success with better connections between curriculum learning areas and NCEA subjects. While many of the intentions are laudable, there are extensive changes and development work facing the sector over the next 3–4 years. The refreshes mean changes that prevent schools from working on other important things. To support schools, the changes need to be slowed down or schools need to be provided with more staff over the change period to enable this to be implemented properly.



### Identifying needs

Attendees from schools with similar pressures used the findings from the summit sessions, combined with their experiences in trying to meet their obligations to their students, staff and communities, to consider and propose changes to the staffing entitlement that would ensure that schools were resourced for current and coming needs.



Too much of essential staffing is carried by operational grants and what schools can earn

# 3–4

There are extensive changes and development work facing the sector over the next 3–4 years. These refreshes will prevent schools from working on other important things



Schools have increased obligations to meet the rights of students with disabilities without increased support

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## Part 4

# A needs-based staffing model for secondary education

An abstract geometric pattern consisting of numerous parallel lines of varying lengths and orientations, creating a sense of depth and movement. The lines are light gray and set against a dark teal background, primarily occupying the bottom-left quadrant of the page.



## Needs

Identified school needs that can be addressed through the staffing formula include:

- » curriculum breadth
- » qualification delivery
- » class size
- » co-curriculum/extracurricular
- » preparation and marking time etc. for curriculum teachers
- » middle management and leadership
- » senior management and leadership
- » pastoral care and guidance
- » learning support and special education
- » community and cross-school liaison
- » mentoring and PLD
- » new initiatives introduced by government
- » online and blended learning.

These needs vary by size and complexity of school, the nature of the students attending and relative isolation (specifically in terms of access to PLD).

The table<sup>9</sup> on the next page shows that the proportion of entitlement staffing does not match the proportion of staffing use by schools. The particular stand-outs are the entitlement for management and use of staffing for management, which are the inverse of each other, and the provision for and use of pastoral staffing where schools are generally using proportionately less and less staffing for pastoral care of students as their rolls increase.

## Rationale for change

A range of reports provide many reasons for change to a more rational and realistic needs-based staffing formula for secondary teaching and learning and the functions that support it.<sup>8</sup>

8. See footnotes 1, 2 and 3; Secondary Schools' Staffing Group. (2012). *Report of the Secondary Schools' Staffing Group*. Wellington: Ministry of Education and Post Primary Teachers' Association. <https://www.ppta.org.nz/publication-library/document/32>

9. See footnote 2.



Staffing allocations					
School	Curriculum	Management	Guidance	All (FTE)	
1	83%	11%	6%	14.0	
2	81%	11%	9%	29.1	
3	85%	9%	6%	48.5	
4	88%	8%	4%	64.9	

Staffing usage					
School	Curriculum contact	Curriculum non-contact	Management	Guidance	All (FTE)
1	74%	13%	9%	4%	15.2
2	57%	22%	17%	4%	36.2
3	64%	22%	11%	3%	56.0
4	62%	19%	11%	7%	69.7

Note that these figures represent proportion of staffing allocation and proportion of staffing use. All these schools used more staffing than they were allocated as they employed additional teachers.

This information from the case studies helps to explain an apparent anomaly in the staffing adequacy survey where principals noted that the highest level of under-resourcing was in the management staffing component but the highest area of pressure from understaffing was in the pastoral care needs of the students. The case study schools seem to confirm that schools must use what staffing is available first for management and curriculum needs and only then have flexibility to apply what is remaining for pastoral care. This is an important consideration in shifting to a needs-based staffing model as it suggests that, unless the pastoral care staffing was tagged for use, pastoral care needs would only be addressed when there is sufficient staffing available for the curriculum and management needs of a school.

#### Differences between staffing supplied and staffing used

- » Principals identified that, on average, they are 5 FTE under-resourced for mandated requirements though the staffing formula. This equates to an under-resourcing of about 1,600 FTE across secondary schools for core responsibilities.
- » Proportionate use of staffing for purpose is different to proportionate supply of staffing components.
- » Schools have to prioritise staffing use for curriculum and management over pastoral care.
- » Schools use an average of 1.22 FTE of self-funded staffing for local requirements, which are common (or should be) to all schools as extracurricular/co-curriculum and iwi/community liaison. That is equivalent to an additional 340 FTE across all secondary schools but is an underestimate as this is only what schools could afford to pay for, not what would be optimal.
- » The current system under-resources secondary schools for needs by more than 2,000 FTE.

- » The current system of staffing does not recognise difference in needs that are generated by the student intakes nor the new demands placed on schools – for example, for consultation, individualised learning and collaborative practice.

# 5

Principals identified that, on average, they are 5 FTE under-resourced for mandated requirements though the staffing formula

# 2,000

The current system under-resources secondary schools for needs by more than 2,000 FTE

# 1.22

Schools use an average of 1.22 FTE of self-funded staffing for local requirements. This is only what schools can afford to pay for, not what would be optimal



### Assumptions for a needs-based model

The staffing formula allocates the amount of teaching staffing available to secondary and composite schools. No formula can differentiate perfectly based on need, although fine tuning can be done through other mechanisms (application pools, special purpose staffing) if it uses clear, fair and objective criteria. However, the entitlement staffing should approximate as closely as possible the needs of secondary and composite schools in a way that the current model significantly fails to. Such a model would begin with the needs schools have and a sense of the magnitude of staffing required and then be formulated component by component to meet those needs.

The model proposed here by SPC for discussion is underpinned by these assumptions:

- » The entitlement staffing should be sufficient for the basic needs of any school and adjusted for each school to reflect differences in relative need.
- » The staffing formula should be logical, transparent and open to accountability.
- » While schools should retain flexibility around the use of the staffing generated, the relativities between the formula components should reflect general patterns of staffing use in schools.
- » More staffing should be allocated through general entitlement to meet core needs.

- » More staffing should be allocated for common local needs that are not currently recognised by the entitlement staffing but are an expected component of education in New Zealand.
- » An average of 5 FTTE per school additional staffing should be allocated through the staffing formula.
- » There should be no schools that lose staffing in a shift to a needs-based model.



## What we propose

# A needs-based model

**Schools with a secondary roll under a minimum level (e.g. 50 year 9–13 students) would have a base staffing allocation to cover management, pastoral care and curriculum. Schools above that minimum would be resourced more directly for need though four entitlement components. The level of special needs staffing must be reviewed separately to ensure it is adequate for needs and for meeting our national and international obligations.**

### **Curriculum entitlement**

- » A base entitlement regardless of school size that allows for breadth of specialist coverage.
- » Curriculum ratios that allow schools to have average class contact sizes of 25 or fewer (such as 1:20 for years 7–10 and 1:17 for years 11–13).
- » A per student component is added to support local curriculum and co-curriculum/extracurricular.
- » A per FTTE planning and preparation time component.
- » The sum of these is increased by a weighting based on the equity index.

### **Guidance, pastoral and learning support entitlement**

- » A base pastoral care and learning support component would apply regardless of size of school to ensure that there is someone in each school who can specialise in the provision of pastoral care and guidance (e.g. 0.5 FTTE per school).
- » A roll-based entitlement for pastoral care and learning support (e.g. 1 FTTE per 400 students).
- » A base component regardless of roll size for all schools to allow appointment of a teacher with expertise in special needs education and learning support (e.g. SENCO or LSC).
- » The sum of these is increased by a weighting based on the equity index.

### **Professional development and mentoring entitlement**

- » The curriculum and guidance and pastoral staffing components generate additional staffing for the professional development and mentoring of teaching staff (e.g. 1 hour per week per FTTE staffing), which is then increased by a weighting against the equity index.
- » More-isolated schools would have an additional adjustment based on their isolation index.

### **School leadership and management entitlement**

- » 1 FTTE is designated for the principal regardless of roll size.
- » A base component community/whānau/iwi liaison (e.g. 1 day per week) plus a per student component (e.g. 1 FTTE per 1,000 students) weighted against the equity index
- » The curriculum and guidance and pastoral staffing components and professional development and mentoring components are divided by 9 to provide the general management component.

### **Additional components**

Current to-individual allowances (e.g. beginning teacher time allowances) and special education staffing etc. would be in addition to current entitlement. Two new components are proposed:

- » An additional time allocation for each student enrolled in an approved online course to cover both the lower class ratios and the additional e-dean time required.
- » For directed initiatives, such as the NCEA refresh, the staffing entitlement should be temporarily increased to provide time for the PLD, planning and implementation of the initiative.



### A needs-based model, by the numbers:

# 25 $\geq$

Curriculum ratios that allow schools to have average class contact sizes of 25 or fewer

# 1:20

Curriculum ratio for years 7-10

# 1:17

Curriculum ratio for years 11-13

# 1:400

A roll-based entitlement for pastoral care and learning support (e.g. 1 FTTE per 400 students)

# 1 day

A base component community/whānau/iwi liaison (e.g. 1 day per week)

# 1:1000

A per student component community/whānau/iwi liaison (e.g. 1 FTTE per 1,000 students)

# 0.5

A base pastoral care and learning support component would apply regardless of size of school to ensure that there is someone in each school who can specialise in the provision of pastoral care and guidance (e.g. 0.5 FTTE per school)

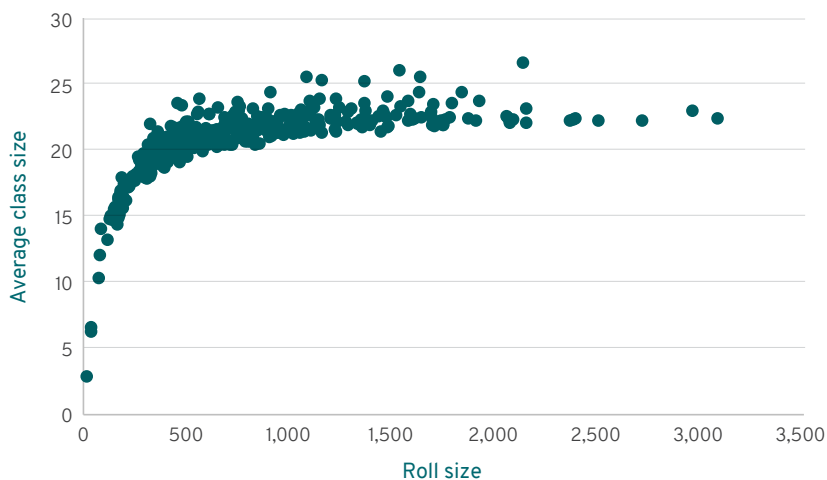


### A more-rational base for meeting school needs

Applying the components in this model would produce a more rational allocation of staffing to schools that would be more reflective of needs in general. Fine tuning by weighting against the equity index would then make the allocation more individualised, allowing for the differences in needs arising from the particular student profile.

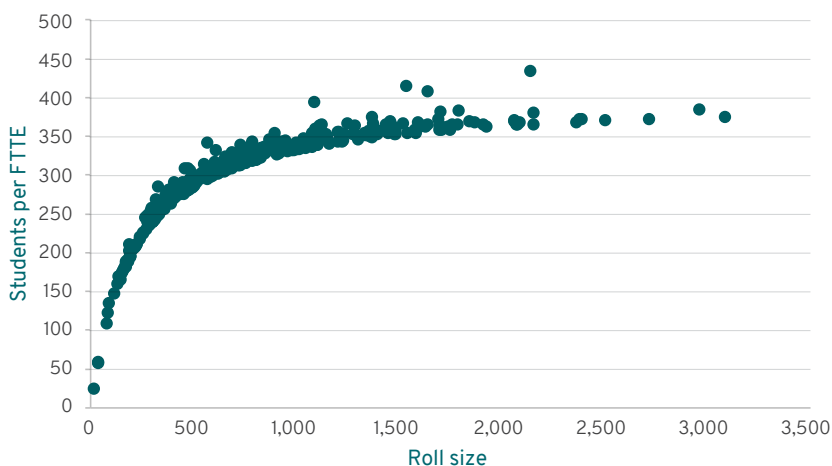
The effects of the unweighted needs-based components by roll could be as shown on the next page.

### Contact ratio – excluding equity weightings



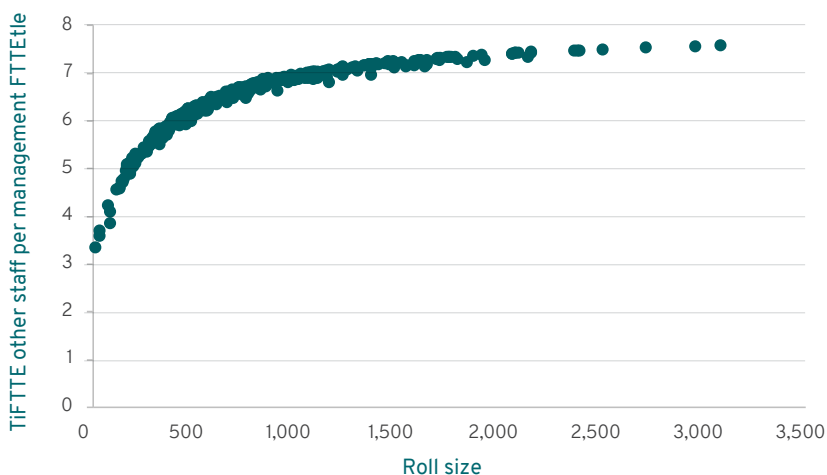
Average class size would level out at a reasonable size rather than continuing to increase as schools get larger.

### Pastoral care ratio – excluding equity weighting



The pastoral care ratio would level out at a reasonable size rather than continuing to increase as schools get larger.

### Staff per FTTE management – excluding equity weightings



The staffing for management would continue to increase as schools get larger, and the ratio of management to other staff would be more reflective of current need.

Including the equity index-based weightings would deliver additional staffing to schools to reflect their student-driven needs.





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