



2021 Staffing Summit Report

Secondary Principals' Council of Aotearoa

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Secondary Principals' Council of Aotearoa
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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,¹ 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
- **a wider teaching force survey** of where additional staffing is most needed
- **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.

This report covers the outcomes of 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.

We hope that your work will encourage the government to move quickly to address the chronic understaffing of secondary and composite schools.



Kate Gainsford
SPC Chairperson

¹ 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>

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Executive summary

The purpose of this summit report is to help move the sector to a more progressive and needs-based way of resourcing our secondary and area schools. Below are the session summaries. The presentations and research reports referred to can be found at www.ppta.org.nz/past-events/the-staffing-summit.

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 reported being on average about 5 FTTE (full-time teacher equivalent) 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.

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.

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.

There are moves towards greater use of blended learning within our teaching practices and 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. 21st 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.

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.

Streaming in our schools has negative implications of streaming, particularly for Māori and Pasifika students and for students with additional learning needs. This includes more subtle mechanisms for grouping or excluding students. 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.

Many New Zealand secondary school principals are working long hours. Job demands are high and are impacting negatively on family lives and 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 schools model. Alternative models of school leadership may need to be considered to make the job manageable.

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.

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. 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 a correlation between class size and outcomes in some research. They also contribute to higher teacher workloads and have implications for teacher retention.

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.

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.

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 – for example, the Ongoing Resourcing Scheme (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.

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.

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.

Summit speakers and panel members

Dr Judie Alison

Judie is a former secondary school teacher, middle leader and Advisory Officer at PPTA National Office from 2002 to 2018. In the latter capacity, she focused largely on professional issues (curriculum, qualifications, professional learning, pastoral care etc.) but was also involved in a number of PPTA policy initiatives related to staffing. Her doctoral research, which she completed in 2007, used New Zealand's transition to a standards-based school qualifications system, NCEA, as a case study for the policy gaps that can develop between schools and policy makers. Since 2018, she has worked as an independent researcher.

Nick Robertson, BERL

Nick has been at BERL since 2018 following time in the United Kingdom and at the Ministry of Transport. Nick has delivered a range of economic and policy projects across the public and private sectors, specialising in economic and social research, particularly the evaluation of the impacts and outcomes of economic and policy interventions, and incorporating wellbeing into economic analysis and decision making. Alongside his BERL colleagues, Nick has recently worked with PPTA on its response to recent Teaching Council decisions and to summarise the outcomes of Budget 2021.

Tony Turnock, Ministry of Education

Tony is Chief Advisor – Education Systems Policy at the Ministry of Education. He is seconded into the role to support the Tomorrow's Schools Review recommendations including the future of collaboration in the schooling system. Tony moved into this role after leading the implementation of Kāhui Ako for the last 6 years. Tony has worked in different roles in the Ministry including Youth Guarantee, NCEA, senior secondary schooling, curriculum and schooling networks. Tony worked as a secondary school teacher and leader for 12 years prior to that.

Ken Pullar, NetNZ

Ken is NetNZ's Executive Leader (Operations) with oversight and responsibility for the organisation's educational and business operations. He is also one of NetNZ's online e-teachers (teaching maths). Ken has played a significant role in the development of online education in New Zealand since 2000. As Deputy Principal at Roxburgh Area School, Ken played a central leadership role in the formation of OtagoNet in 2001. He has subsequently provided active support to many of New Zealand's other e-learning clusters during and beyond their start-up phase and played a key role in the formation of the Virtual Learning Network community. Ken has a strong interest in future-focused education, particularly knowledge building and the learning, teaching and schooling practices that centre on the growth of a lifelong-learning disposition of all learners. As a lifelong learner himself, Ken has completed postgraduate studies and is a regular participant as a co-researcher in projects focused on growing our understanding of learning and teaching practice, particularly in an online environment.

Darren Sudlow, NetNZ

Darren is Executive Leader (Learning) for NetNZ. He has spent 12 years developing his understanding of how networked learning and a networked schools model could be adopted across New Zealand, principally as a member of NetNZ but before that as the e-Principal of Cantatech (2008) and CantaNet (2011) and project leader of the Southern Central Divide Regional ICTPD Cluster. He has a passion for future-focused education and in particular connected approaches to learning that embrace the use of the internet to innovate.

Wharehoka Wano, Te Kāhui o Taranaki

Wharehoka is an education management consultant and contractor and CEO of Tumu Whakarito.

Piripi Prendergast, Tokona te Raki

Ko Piripi Prendergast taku ingoa. Ngāti Pākehā te iwi. I come from a migrant background, and most of my career has been in secondary teaching, mostly in bilingual programmes. I'm currently employed by Tokona Te Raki – Māori Futures Collective. We are part 'think tank' and part 'do tank', researching issues like streaming and acting upon that research. We have a staff of 27 and our sole shareholder is Te Rūnanga o Ngāi Tahu. Our 2020 report, *He Awa Ara Rau*, tracked the journey of 70,000 plus rangatahi from school to work and identified both systemic barriers and enablers. Recent reports such as *Putā I Tua, Ending Streaming in Aotearoa* and *Ngā Tapuwae* have delved more deeply into this.

Ben Arnold, Deakin University

Ben is Postdoctoral Research Fellow at Deakin University. Ben's research focuses on the relationship between education policies, school working environments and educators' health and wellbeing. He is currently investigating education professionals' occupational health, safety and wellbeing with a focus on the demands that educators are exposed to and the resources they have available to them at work.

Maurie Abraham, Principal, Hobsonville Point Secondary School

Maurie started his role as Foundation Principal at Hobsonville Point Secondary in October 2012. Prior to that, he was Principal of Ōpōtiki College for 10 years. At Hobsonville Point Secondary School, he has helped lead the development of an innovative curriculum and pedagogy designed to better prepare today's young people for their current and future worlds. He is firmly of the view that student wellbeing must be at the heart of all decision making in a school and that schools must put as much effort into the front end of the New Zealand Curriculum as they do for the back end. Maurie was an SPC representative on the PPTA's 2020 Workload Provisions Review Taskforce.

Cathy Ewing, Principal, Nelson College for Girls

Cathy is the one of the SPC representatives for the South Island and was an SPC representative on the PPTA's 2020 Workload Provisions Review Taskforce.

Professor Peter Blatchford, University College London

Peter is Emeritus Professor in Psychology and Education at the University College London (UCL) Institute of Education. He directed the large-scale 5-year Deployment and Impact of Support Staff in Schools (DISS) project funded by the English and Welsh Governments, which was voted one of the 40 most influential educational research project of the last 40 years by the British Educational Research Association. He co-directed the follow-up Effective Deployment of Teaching Assistants (EDTA), Making a Statement (MAST) and Special Educational Needs in Secondary Education (SENSE) projects. He has also directed two other large-scale funded projects – a programme of research on the educational effects of class size differences and pupil adult ratios (CSPAR) and an ESRC-funded programme of research on collaborative group work (SPRinG) and grouping practices in schools. His research has led to a number of publications including the books *The Child at School: Interactions with Teachers and Pupils* (Blatchford, Pellegrini and Baines, Routledge, 2016), *Reassessing the Impact of Teaching Assistants* (Blatchford, Russell and Webster, Routledge, 2013), *Class Size: Eastern and Western Perspectives* (Eds: Blatchford, Chan, Galton, Lai and Lee) and *Rethinking Class Size: The Complex Story of Impact on Teaching and Learning* (Blatchford and Russell, 2020). He has recently completed a Leverhulme-funded international network on class size and effective teaching and a Nuffield-funded survey of school breaktimes and pupil social lives in primary and secondary schools.

He is a Fellow of the UK Academy of Social Sciences. He recently completed a 3-year Leverhulme-funded Major Research Fellowship.

Dr Anthony Russell, University of London

Tony is a researcher at the Institute of Education, University of London, UK, and was a school teacher and science advisor. He has collaborated extensively with Professor Blatchford and co-authored research and books on their work.

Allan Vester, EduPlus

Allan is an ex-SPC chairperson and was principal of Edgewater College until 2018. Since then, he has been assisting the Ministry of Education in its development of the equity index. Allan brings a wealth of experience in managing secondary schools to his work.

Trish Grant, IHC

Trish has a background in secondary teaching and guidance counselling in mainstream settings, activity centres and care and protection facilities. She was a Wellington representative on the PPTA Executive in the mid-1990s. Trish left teaching to take up a position as Advocacy Manager at the Office of the Children's Commissioner, working with three different Commissioners over 9 years. Her focus broadened from children's rights to disability rights when she became Director of Advocacy at IHC. Trish leads a systemic advocacy work programme aimed at improving laws and policies that impact on the lives of disabled people. IHC has current legal action against the government about disabled students' access to education.

Dr Cathy Wylie, NZCER

Cathy is a Chief Researcher at the New Zealand Council for Educational Research. She was a member of the Tomorrow's Schools Review Independent Taskforce and the recent independent team reviewing primary staffing, Pūaotanga. She is a member of NZCER's team running 3-yearly national surveys of secondary schools to see what is happening in teaching and learning and the impact of policy. She has an ongoing interest in school resourcing and support, how schools use their resourcing and how both relate to what is known about effective practices for teaching and learning.

Esa Samani, Ministry of Education

Esa thrives on growing people to bring about transformational change in education. A former Deputy Principal and Head of Mathematics, she now manages the refresh of the New Zealand Curriculum at the Ministry of Education. She speaks fluent Samoan and conversational te reo Māori and ensures her unique cultural perspective is brought to the fore in her work.

Terry Fenn, Ministry of Education

Terry is a manager in the Senior Secondary team. Formerly the Learning Area Lead for Sciences at Onslow College, she has worked since 2018 on the planning stages and now the implementation of the Review of Achievement Standards (RAS). Terry currently manages the Ministry team of lead secondary advisors (all former teachers themselves) who facilitate the subject expert groups in developing new subject materials through RAS.

Principals and senior leaders on panels

- Kate Gainsford is Principal of Aotea College and is the Chairperson and Women Principals' representative on SPC. Kate was previously PPTA President.
- Barbara Cavanagh is Tumukia at Huntly College in Waikato.
- Cathy Ewing is Principal of Nelson Girls' College and an SPC member.
- Chris Allen is Principal of Carmel College in Auckland and an SPC member.

- Julia Davison is Principal of Wellington Girls' College and until recently was an SPC member.
- Karen Stimson is a Deputy Principal at Fraser High School in Hamilton.
- Maurie Abraham is Principal of Hobsonville Point Secondary School in Auckland and an SPC member.
- Rachel Shelton is Principal of Rolleston College in Canterbury and an SPC member.
- Sue Blakely is Principal of Rosehill College in Auckland.
- Sue Harker is a Deputy Principal at Fraser High School in Hamilton.
- Virginia Crawford is Principal at Fraser High School in Hamilton and an SPC member.
- Joe Hunter is Head of Pastoral Care at Otago Girls' High School.

Session summaries

The presentations and research reports referred to can be found at www.ppta.org.nz/past-events/the-staffing-summit.

Staffing needs survey report

Kate Gainsford (Chairperson SPC) presented the findings of the SPC survey on staffing entitlement adequacy.

Key points

- The 2012 Secondary Staffing Review Group noted the inadequacies of the staffing formula for secondary schools, but nothing has been done to address those.
- Most principals do not feel the staffing entitlement is sufficient for school or student needs.
- The average shortfall in entitlement staffing is just under 5 FTTE.
- The formula is not driven by needs and produces inequitable outcomes for secondary and composite schools and their students.

Session notes

2012 Secondary Staffing Review Group

This working party, consisting of the Ministry of Education, PPTA, STA and a principals' representative, agreed the secondary staffing entitlement does not meet the requirements for a needs-based model.

Current staffing for secondary schools

Issues with the current staffing formula:

- Increasingly disadvantages larger schools in terms of class size – for example, a school of roll size 600 has an effective contact ratio of 24.3 students per teacher while a school of roll size 1,200 has an effective ratio of 26.1 students per teacher.
- Gives some schools average contact ratios of over 30.
- Means that the proportion of classes over 30 and the proportion of student learning occurring in such classes increases with roll size.
- Disadvantages small schools in terms of curriculum width.
- Does not supply sufficient staffing for management needs, proportionately more so as schools get larger. For example, a school of roll size 600 has 0.11 FTTE of management staffing entitlement for every FTTE of other staffing, while a school of roll size 2,000 has 0.09 FTTE per FTTE of other staffing.
- Does not supply sufficient staffing for pastoral care and guidance needs, proportionately more so as schools get larger. For example, a school of roll size 1,100 has some 400 students per FTTE entitlement guidance staffing, while a school of roll size 2,500 has some 900 students per FTTE.

It is not a needs-based model.

Adequacy for mandated obligations

Over three-quarters of principals from a broad range of schools 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 and appropriate time for providing a broad curriculum and trying to manage the average class size.

The average shortfall identified was 4.97 FTE per school. Principals who thought their staffing entitlement was insufficient employed an average of 2.18 FTE additional teachers from school funds to cover the gaps.

Local obligations using teacher staffing

Principals used teacher staffing to meet local expectations of state obligations, most frequently pastoral care and guidance, and to meet non-mandated obligations, most frequently extracurricular activities.

All additional staffing employed

60 of the 62 principals indicated that their staffing entitlement was insufficient for both local and mandated needs. Overall, principals employed an average of 3.40 FTE school-funded staffing to meet these obligations.² Reliance on local funding creates equity issues for schools and students.

Use of Pasifika Initiative Fund and COVID Response Fund

50 principals had accessed the Pasifika Initiative Fund, the COVID Response Fund or both. The additional funding was used to hire additional teachers, primarily for pastoral care and guidance.

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.

Session discussion

In discussions, it was agreed that an additional failing of the current staffing model was its lack of an equity and needs lens in allocating staffing resources to schools. Resourcing only by school size is too simplistic. Small low-decile schools dealing with poverty on a daily basis need extra staff who can work with these students. The formula does not recognise deprivation and disadvantage. It is also perverse in its outcomes and needs to be redesigned.

One of the recommendations of the Tomorrow's Schools Taskforce was that staffing should be linked to the equity funding index. This recommendation was accepted by the government, but no progress has been made on implementing it to date.

Adjusting existing components against the equity index will help but will not resolve the underlying problems with the structure of the formula and the lack of a broader needs-based allocation.

² The Secondary Schools's Staffing Group reported that over 900 teachers were employed by secondary local funds, which masked the issue of inadequate state resourcing. 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>

Case study findings

Dr Judie Alison presented her research report³ of 10 case studies of staffing use in secondary and area schools.

Key points

- There is complexity in using the staffing formula to staff a secondary school, but generally the formula produces insufficient staffing for schools' actual needs.
- There are some similarities identified in primary. However, there are secondary-specific staffing issues that will require different solutions.
- Pastoral and guidance staffing requires urgent attention as it is insufficient.
- Management staffing is insufficient to enable senior leaders to support the principal and does not cover the middle leadership structures required for a broad curriculum.
- Curriculum staffing is insufficient for a broad curriculum without having to have multi-level classes, classes shared between two teachers or other difficult and stressful decisions having to be made.
- Schools are trying to plug gaps and solve problems with local funds and collaboration, but the current model is insufficient.

Session notes

The case study schools

The sample of 10 schools covered eight regions. All deciles were included, and school sizes ranged from 140 to 1,800 students. They included year 7–13 and year 9–13 schools, an area school, a kura kaupapa Māori, a secondary school with a rumaki, co-ed and single sex.

Secondary education complexity

The complexity of secondary schools was often referred to by principals. Secondary schools face the issues mentioned in the recent NZEI report *Pūaotanga: Realising the potential of every child*,⁴ plus more relating to the need to deliver a broad subject/qualifications-based curriculum. Primary and secondary staffing presents different issues and needs different solutions.

Pastoral care needs of students

Principals felt very keenly the urgent nature of needs in this area. Staffing in this area is insufficient. The base guidance (2.7 FTTE) is not sufficient for deans or form teachers.

While some funding components of the operations grant are adjusted for decile, there is no adjustment to the staffing formulae for decile. The needs of students in low-decile schools are often huge.

School management

The role of principal in a secondary school is highly complex, and it doesn't get much simpler as roll size reduces. Management staffing entitlement is barely enough to give time to senior leaders to support the principal and is certainly not sufficient to cover the middle leadership structures required for a broad curriculum.

³ 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>

⁴ <https://static1.squarespace.com/static/6008f1244dfdb80938cd26e1/t/60c00778e4679870dd2762ac/1623197574801/NZEI-Pu%CC%84aotangaSRR+DIGITAL+FINAL.pdf>

Curriculum staffing

Principals talked about the difficult choices they have to make about what subjects they can offer because the staffing resource is so limited. Schools may have to resort to multi-level classes to be able to offer some subjects. These ranged from two or four levels in one class and to classes shared between two teachers. These are a source of stress for teachers because they find it hard to meet all the students' learning needs.

Covering curriculum in a kura kaupapa Māori is an issue for secondary teachers.

Principals were split about the use of e-learning. No-one was enthusiastic, although one small school seemed "quite happy" with it. Students demonstrated clearly in their subject choices that they preferred face-to-face teaching. There appeared to be an issue for the kura kaupapa Māori with access to e-learning in te reo Māori, which is a concern as there is plenty of evidence that senior curriculum specialists fluent in te reo Māori are in very short supply.

Half of the case study schools were engaged in curriculum innovation and innovative learning environments and indicated that, to do this well, more staff are needed, not fewer.

Students with special needs.

Principals were unanimous that the staffing in this area is insufficient, particularly for the group of students who do not qualify for ORS or other individually targeted resources.

NCEA Special Assessment Conditions (SAC) are a big challenge for schools and time-consuming for staff doing the applications. The expectation is that, if a student has SAC, these must be applied to internals as well as externals. Some schools are relying on volunteers to assist them in this space.

Collaboration

All schools were very committed to finding ways to collaborate with their local Māori communities, but this is challenging. Many rūnanga are overstretched with schools wanting to collaborate with them, and principals said they needed to find approaches that worked for both sides of the partnership.

Most schools were in Kāhui Ako, but principals were not overwhelmingly positive. The 'pipeline' model doesn't always work.

Other issues in the report

Schools are having to fund additional teacher staffing from sources such as international students, secondary-tertiary programmes, school funds and so on.

There are effects on teacher supply from under-resourcing the staffing of schools, including teachers leaving the profession and teachers asking to go part-time.

Roll growth has both advantages and disadvantages. Most case study schools were trying to avoid roll growth.

Session discussion

Four schools provided sufficient detail about their use of staffing to provide an insight into the disparity between staffing allocation and staffing use and the failure of the current formula to approximate needs.

The table below from the research report 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 less and less staffing proportionately for pastoral care of students as their rolls increase.

Staffing allocations

School	Curriculum	Management	Guidance	All (FTTE)
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 (FTTE)
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.

The case studies help 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.

That would be 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 impacted when there is sufficient staffing available for the curriculum and management needs of a school.

Government spending on education

Nick Robertson (BERL) presented an analysis of the education spend in the 2021 Budget.

Key points

- Government's total expenses increased from \$44.7 billion in 2005 to \$109 billion in 2020.
- Education spending as a proportion of core Crown expenditure fell from 17.8% in 2015 to just under 15% in 2020.
- There is a lack of new initiatives in the 2021 Budget that could deliver big changes, and multiple initiatives have had funding reduced.
- As the economy recovers, we should watch what happens to education as a proportion of GDP and whether it recovers to traditional levels.
- There is little evidence of long-term planning or strategic investment for education in the Budget.

Session notes

Budget process

The Budget process allows the government to:

- set objectives in respect of revenue, expenditure, debt and investment
- maintain fiscal control and plan for the coming year and beyond
- allocate resources consistent with the government's strategic objectives and priorities
- fulfil the legislative requirements and seek authority from Parliament for spending.

Timeline

- May–June: Ministers agree on Budget strategy and priorities for spending, which inform departmental Budget initiatives.
- June–December: An overall Budget strategy is developed, including priorities and targets for spending, revenue, fiscal surplus/deficit and debt. Agencies start developing initiatives and consulting with Treasury on technical requirements.
- January–April: Ministers put forward Budget initiatives for consideration. Treasury assesses them and recommends which ones Ministers should support. Budget Ministers put forward a package to Cabinet for decision.

Spending

The government's total expenses have increased from \$44.7 billion in 2005 to \$109 billion in 2020 (on social security and welfare, health, education, and law and order). During this time, education spending as a proportion of core Crown expenditure fell by 2.8% points from 17.8% in 2015 to just under 15% in 2020. (2019 may be a more appropriate comparison when education as a proportion of core Crown expenditure was 16.4%.) Expenditure on social security and welfare grew from 31% to over 40%. This can partially be explained by COVID-19-related payments.

Education spending has increased from \$7.9 billion in 2005 to \$16.3 billion in 2020. While there have been large increases in spending over this period, inflation would have eroded the value or purchasing power of the spending, reducing the actual effect of these large increases.

In 2017, New Zealand was third in the OECD for total education spending at 13.5%, behind Chile and Mexico. The OECD average was 10.6%. 5.6% of New Zealand Government spending is on secondary education. The average is 4.4%, again third behind Chile and Mexico. Australia spends 12.3% on education, above the OECD average, and 4.3% on secondary, below the OECD average.

The under-20 age group during the past 15 years increased by 5% – a minor increase compared to much larger increases in other age groups. Education investment has kept up with the growth of the under-20 population.

2021 Budget

The 2021 Budget for secondary education could be one to forget. There is a lack of new initiatives that could deliver big changes, and multiple initiatives have had funding reduced. Early childhood education was more of a winner in Vote Education.

The increase in the operations grant is greater than 2020 inflation (1.5%) but less than future forecasts (2.4% in 2021 and 1.7% in 2022).

There is \$67 million for support services, which includes:

- \$24 million to provide support for learners at risk of disengaging
- \$21 million so 7,500 more students can be reached by the Attendance Service.

The following initiatives are not exclusively secondary education but may hold some value and relevance for secondary education as a whole:

- Initiatives for pay equity are not as clear as hoped.
- NCEA received a boost with multiple investments benefiting both students and teachers.
- \$50 million increase to teaching and learning resources. 'Improved quality teaching and learning' is an appropriation covering support and resources for teachers, curriculum support and professional development and support. It had been budgeted for a \$303 million allocation in 2020.
- Both curriculum support and professional development and support saw small decreases in funding, totalling \$2.8 million.

Secondary education: This category is limited to providing roll-based operations funding to schools, teacher and management salaries, support costs and supplementary funding programmes to enable the delivery of education, including the delivery of programmes of learning at the secondary-tertiary interface to all students for years 9–13. Secondary has been 70–73% of primary.

Secondary expenditure

Total	Per student
2014/15: \$2.1 billion	\$7,224
2019/20: \$2.3 billion	\$8,193
2020/21: \$2.9 billion	\$10,105
2021/22: \$2.85 billion	\$9,922

The overarching purpose of this is to provide teachers, funding and other resourcing entitlements to schools (and other education providers) to deliver education to students in years 9–13.

Secondary education will experience a funding decrease of \$53 million in the 2021 Budget. This is part of a decrease for the entire primary and secondary education appropriation. Amongst other factors, a large driving force for this decrease will be the stopping of COVID-19 funding programmes.

Secondary education is receiving a funding reduction of \$53 million. A large factor in this is the reduction for teachers' salaries of -\$56 million in the 2021 Budget. This is a 2.8% decline from 2020/21.

Government noted the reason for this change is the impact of lower-than-expected national roll projections, without any further reasoning. We believe that the lack of migration may play a role in this, along with the impact of COVID-19 as a whole.

Looking ahead

As the economy recovers, we should watch out for what happens to education as a proportion of GDP and whether it recovers to traditional levels.

Session discussion

OECD comparisons are driven by the proportion of the populations in the school sector age groups as well as the spending per student. New Zealand has a high proportion of its population in those age groups.

There seems to be little evidence of long-term planning or strategic investment for secondary education in the budget.

Kāhui Ako and collaborative practice

Tony Turnock (Ministry of Education) presented a PowerPoint on collaborative practice, and Chris Allen (Carmel College) and Sue Blakely (Rosehill College) talked about their experiences in Kāhui Ako.

Key points

- We all want more/better collaboration.
- Leadership structures need to be more flexible.
- Collaborative practices take time.
- Relativities are unfair to existing heads of department.
- Some learning benefits can be seen, but much more progress is needed.
- In smaller schools, filling vacancies can be very difficult.
- Relationship building can be very difficult in larger Kāhui Ako.

Session notes

What is collaboration?

There is no generally shared understanding.

There have been attempts to collaborate over the last 20 years.

It is a process involving negotiation and compromise and developing shared goals.

There are three key things.

- Who or what is involved.
- What form the collaboration takes.
- Processes and systems that support collaboration.

Kāhui Ako

The four developmental stages are establish, develop, embed and fully functioning.

It is not known where the current Kāhui Ako fit in to these stages.

Necessary supporting conditions for collaboration are relationships and embracing change. The leadership style is very important. Competition between schools can obstruct collaboration.

There are moves currently under way to identify areas for improvement in:

- alternative forms for Kāhui Ako
- achievement challenges
- leadership roles
- scale and flexibility of roles
- ECE involvement
- iwi partnerships
- Māori-medium involvement.

Some of these may need more funding.

We don't know currently how the Kāhui Ako are going with their achievement challenges.

Chris Allen talked about her Kāhui Ako. They began by asking what they can do better together rather than as individual schools.

What supported collaboration:

- Extra staffing.
- Teacher-only days.
- Ako week.
- Within-school leader workshops.
- Technology (Google everything).

What Chris saw as problematic:

- Problems with staffing structures.
- ASL and WSL requirements.
- Pay rates cause problems.
- National Appointments Panel.

What changes Chris thought were needed:

- Allowance rates.
- External structures.
- Time allowances.
- External staffing.
- Trust with Ministry of Education.

Sue Blakely talked about her Kāhui Ako, which has an alternative leadership model of four leaders with a 2-year term. They were looking for coherence and collaboration. It has been a lot of work, and COVID-19 got in the way of seeing real benefits so far, but they expect to see advances in transition from year 8 to year 9.

What supported collaboration:

- Leadership team meet regularly.
- Having a growth coaching.

What she saw as problematic:

- Problem filling all roles.
- Problems shared by other Kāhui Ako.
- Development of alternative leadership models – there has been some churn of personnel.
- Problems with student transience, but these can be reduced within a Kāhui Ako.
- Not always integrating with other collaborative networks.

Session discussion

Is the Kāhui Ako model the best way to achieve collaboration? Could we have spent the money more effectively?

Implementation can be difficult.

A federated learning system

Ken Pullar and Darren Sudlow (NetNZ) are e-Principals working across schools in network learning systems. They discussed the implications for schools of greater use of blended learning, and Sue Harker and Karen Stimson (Fraser High School) discussed the experiences of their school.

Key points

- Network learning is about knowledge technology and people. People are still the key factor.
- Quality teaching and learning is always the goal.
- You don't have to be at school to learn, and you don't have to be at school to teach.
- Teaching in an online space is a specific skill and design requires thought.
- 21st century skills are highlighted and promoted by network learning.
- Online network learning has been used by some schools to successfully deliver curriculum.
- There are advantages and disadvantages to online learning.
- Equity of access is an issue.
- The COVID-19 environment has highlighted opportunities and challenges in the online space.
- Schools will need additional resourcing if this is to be done properly to benefit students and make it a sustainable delivery model.

Session notes

Thinking about a broader virtual learning network

There are around 1,000 students in the virtual learning network across 140 schools, of which 60 are in NetNZ. Classes range from 5–20 students with average class sizes of 12–14.

Ken and Darren acknowledge the importance of kanohi-ki-te-kanohi teaching.

The 'federated' term came from the Ministry, but they have only been providing some services and have been absent in this space for a decade or more. Post-COVID, the Ministry is starting to wonder how this approach to teaching and learning can be used to build capacity.

Blended on-site/off-site learning will be important in the future, but success and quality can vary greatly. Online learning is not like face-to-face engagement. Face-to-face teaching is preferred by students. Students need to feel trust and support for this to work.

Networked learning involves processes of collaborative, cooperative and collective enquiry. It is about breaking down walls.

COVID has taught that you do not need to be in school to learn or to teach, though the quality may be the question. Lockdown was a quick learning experience. During the lockdown, the experienced online teachers found it was 'business as usual' to a degree.

Online provides more agency for students without the teacher there, more flexibility, partnering with whānau, engagement. Will it be the new normal? 21st century skills such as self-management and digital citizenship can be a big win.

There can be negative impacts from inequities, lack of engagement with wellbeing and student disengagement. The latter two highlight the human factor/whanaungatanga required for good online learning.

Implications

Cost and perception of cost are issues for virtual learning networks. What would a non-Ministry funded equitable system of exchange look like? What would incentivise and encourage participation?

Conditions of employment need to be resolved.

Local support is needed for the administration and pastoral role for each of the learners.

Teachers need PLD and support. Just like a first-year teacher, experienced teachers need support to transition from face-to-face teaching to teaching online.

You must be firm that, whether face-to-face or online, you are timetabled for all your non-contact and teaching time.

There are other issues to be addressed if blended and distance learning become more mainstream – equity, coordinating timetables, fee paying in public education and the organisational structure/governance for an open learning exchange.

Fraser High School

Karen and Sue discussed their experience at Fraser High School.

Pre-COVID, there was a lack of policy, devices, and consistent software with IT. They relied on goodwill from faculty experts during lockdown, but post-lockdown, that goodwill dried up as staff returned to their classroom teaching. They had to consider how to staff and resource this as a priority. There was a reorganisation of units and change in timetable to enable this.

Students now have devices, but what will happen when they need to be replaced?

COVID-teaching was an emergency response. If you have the luxury of time, you can plan to use network learning to make the experience the best it can be.

It cannot be all about goodwill. It is an unfunded budget for e-teaching in schools – they must fund this. Staffing is needed. Resourcing is required to make it work. If this is a priority, why aren't trainee teachers learning this? Why do we have to apply for PLD funding, and why is it not provided system-wide?

Non-contact time is for preparation etc. It is barely enough. The school starts lessons at 9.40am to provide timetabled time to help teachers upskill.

They have found that there are social impacts both on students and on staff.

There are timetable issues to navigate.

Some teachers think they just need to do the same thing but online, but that is not the case. Substitution is not quality teaching and learning in the online space.

The first year online is hard, no matter how experienced you are as a teacher.

We need to think about how we attract people with these skills. We need to rethink our ITE and PCT programme.

A form of online learning should be considered with staffing, which includes the time required for PLD and building capacity for e-teaching. Even experienced teachers who are not used to online

teaching need support to develop resources and design learning online plus develop skills and techniques to teach in an online networked system.

Could there be release time to develop like the study support or beginning teacher time allowance resourced by the Ministry or TeachNZ?

The book *E-Learning: Teaching and professional development with the internet*⁵ is recommended for those school leaders thinking of moving their schools to more blended modes.

Session discussion

The Ministry is not meeting the staffing cost but sees this can meet staffing supply issues (efficient use of subject specialists, people not having to completely leave the education system) and for system resilience (earthquakes, natural disasters, pandemics).

We need more staffing to resource this if it is to be done properly. Staffing ratios would need to enable teacher support and small learning groups for students. Optimum online class sizes are 12–14. Large face-to-face classes would not translate to online environments.

IT infrastructure in school is inadequate for wholesale use of online learning.

Students and staff need suitable devices, not just Chromebooks.

There needs to be help for students, staff and community in moving to online or blended learning.

There would need to be clarification around the implications for roll returns.

School leadership needs to model this practice – for example, through their PLD delivery (e-leading).

Moves towards blended and online learning need gradual implementation alongside the introduction of the additional resourcing needed.

⁵ Lai, K-W (Ed.). (2001). *E-learning: Teaching and professional development with the internet*. Dunedin: Otago University Press.

Treaty partnership, curriculum and pedagogy

This session was presented by Wharehoka Wano (Te Kāhui o Taranaki), Piripi Prendergast (Tokona te Raki), Virginia Crawford (Fraser High School) and Barbara Cavanagh (Huntly College).

Key points

- 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.
- Streaming in our schools has negative implications, particularly for Māori and Pasifika students and for students with additional learning needs.
- Streaming includes more-subtle mechanisms for grouping or excluding students.
- 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.

Session notes

Engaging with iwi

Wharehoka Wano spoke of iwi relationships based at hapū and marae. When we reference maunga or river in pepeha, we need to consider what the health of that is like. The challenge to us is how invested we are into looking after that. How strong is that connection?

He stressed that the relationship with hapū and marae is important – the mana whenua.

Expectations on iwi and hapū in terms of their own communities are huge, and there are big differences in iwi in terms of size, number of schools and their own communities. Some have very limited capacity to support schools, and the resourcing would need to come from the school.

Schools seeking to engage must first find out information about the mana whenua and how the school could fit in with their strategic plans and values rather than expecting the mana whenua to fit in with the school's. The engagement should be on the basis of their shared values.

Streaming

Piripi Prendergast spoke of the need to end streaming in schools. Research in New Zealand and internationally shows that streaming is harmful for all students. In New Zealand, it is most harmful for Māori and Pasifika students – streaming as a wellness issue as well as the impacts on society and economy.

He discussed *He awa ara rau: A journey of many paths*⁶ as a blueprint on how to shift to non-streaming.

There is confusion in schools as to what streaming is. It includes ability grouping and prerequisites for courses/programmes and the inclusion or exclusion on any particular basis.

⁶ <http://www.maorifutures.co.nz/wp-content/uploads/2020/08/He-Awa-Ara-Rau-A-Journey-of-Many-Paths-Nov-2019.pdf>

The evidence against streaming is growing and now also acknowledged by the Minister of Education. The Ministry and ERO don't have data on streaming, so it has become invisible. When you don't speak out about an issue and it becomes invisible, you are colluding with it.

The ask for principals is to gather the research, gather the data at your school, including student voice and share it with your community. Piripi's organisation can assist schools in getting to grips with the resources. The challenge to organisations is to get a policy on streaming, make it publicly known and how to make change.

He recommended Professor Christine Rubie-Davies' article⁷ on streaming in reading and mathematics in New Zealand.

Resourcing schools with people is about equity and doing things that are equitable.

Principals' experiences

Virginia Crawford explained that iwi don't want to deal with schools after decisions have been made about Māori. Iwi don't want a seconded role on a board. Māori want to be an equal part of the decision making, which is more than an iwi representative on the board. Waikato-Tainui have said they are not dating any more – they are looking for a marriage/relationship.

If it is about Māori, it needs to be with Māori and with the right representative. How do we walk that cultural space to have the right people to connect with? English-medium school leaders don't have the skills.

In Fraser High School's case, it was meeting with Waikato-Tainui and co-designing a programme. Waikato-Tainui had a say in what is taught and how it is taught and a role in delivery.

The big issue is the resourcing for mana whenua to be involved in the partnership – they don't have the money to do this. Where does the funding come from if a school is approaching the iwi?

Find out as much as you can about the mana whenua of your school before you approach them, and use all the relationships that you can, including your personal relationships, to try to find the right person to speak to. You need to have the right people at the table to form the relationship.

Some English-medium principals have stated that they don't know how to lead Māori achievement. It is not a lack of desire – it is the lack of appropriate support. Principals need a national leadership programme to help them be educational leaders.

Barbara Kavanagh emphasised that a good Treaty partner puts a critical lens over what is going on.

There is the appetite and the will to do something about streaming.

She challenges staff to question what is accepted as normal. Much of the obvious racism has been addressed, but it is the less visible, which can include things like prerequisites and career path advice, that is harder to combat.

⁷ <https://www.newsroom.co.nz/ideasroom/streaming-in-schools-decides-futures-at-age-five>

Senior leadership wellbeing

Ben Arnold (Deakin University) presented the latest findings of the New Zealand Secondary Principal Occupational Health, Safety and Wellbeing Survey run by Deakin University.

Key points

- Many New Zealand secondary school principals and senior leaders are working long hours.
- Job demands remain high.
- There are some important resources available to them, especially trust and justice at work.
- More social support at work would be useful.
- Long working hours and work demands appear to be impacting on family lives and health and wellbeing.⁸
- Self-managing schools may explain the greater stresses on New Zealand school leaders than on their Australian counterparts.
- Alternative models of school leadership may need to be considered to make the job manageable.

Session notes

This is an independent longitudinal study of health and wellbeing of New Zealand secondary school leaders in the state and state-integrated sector. It has been running annually since 2020.

Some key findings:

- 60.2% of New Zealand senior leaders work over 56 hours per week compared to 51.9% of Australian senior leaders.
- The costs of working too much include increased risk of cardiovascular disease, relationship problems and decreased productivity.
- The top two sources of stress were the sheer quantity of work and the lack of time to focus on teaching and learning.

Job resources (job positives) are the physical, social or organisational factors that help you achieve goals and reduce stress, including:

- social support at work
- sense of community
- trust
- justice
- inclusiveness.

New Zealand leaders have:

- slightly lower levels of social support in school and out of school
- strong sense of community

⁸ These findings echo the 2018 NZCER survey report on secondary schools:

- 41% of principals reported working more than 66 hours per week. (p. 89)
- 16% said their workload was sustainable, 22% thought they could schedule enough time for educational leadership and 19% said their work and personal life were balanced. (p. 91)
- Fewer were describing their morale as very good or good (61%). (p. 90)
- 46% described typically high stress levels and 1% extremely high typical stress levels (both up from 2015). (p. 90)
- The top three changes they wanted were to have more time to reflect/be innovative (86%), more time to focus on educational leadership (83%) and a more balanced life (71%). (p. 93)

https://www.nzcer.org.nz/system/files/NZCER_Nat-Survey-Report-Secondary.pdf

- high levels of trust, a sense of justice and social inclusiveness.

Their self-rated health is higher than their Australian peers, but burnout and sleeping troubles are at similar levels and higher than the general population.

Overall stress seems to be a major issue for New Zealand secondary principals, and indicators of depression are a concern. Work is having a significant negative impact on New Zealand secondary principals' home lives.

Session discussion

Some components of the high workloads of New Zealand principals compared to Australian principals are likely to relate to the self-managing schools model.

Co-principalship may be a solution for schools that want that. More senior management staffing may be an alternative.

Hours of the day

Maurie Abraham (Hobsonville Point Secondary School) and Cathy Ewing (Nelson College for Girls) talked about aspects of the teachers' collective agreements that are currently not compliant with legislation.

Key points

- Teachers' collective agreements are not compliant with legislation because they do not reference annual leave or include hours of work.
- The proposal is to:
 - reference annual leave as a component of the non-term leave time
 - base hours of work on a standard working year of 1,832 hours per year
 - base on-site hours on 190 open for instruction days plus the current provision for call-back time and a normal on-site day of current practice up to 8 hours.
- Other changes as required by the legislation will need to be made.

Session notes

Teachers' collective agreements are currently not compliant with parts of the Holidays Act 2003 and sections of the Employment Relations Act 2000.

They don't include references to annual leave or define hours of work. They must be amended to include the minimum legislated provisions.

These are the proposals:

- Identify 4 of the 12 weeks' leave as annual leave under the provisions of the Holidays Act and the remaining 8 weeks as professional leave operating as leave currently does.
- Identify an annual working hours provision of 1,832 hours per year for full-time teachers and agreed additional hours for those with additional payments.
- A high-trust model for hours worked but the option for logging hours if a teacher felt they could not complete assigned duties in 1,832 hours or in a competence process if a principal had genuine cause to believe that lack of preparation hours was a contributing factor.
- Establishing on-site hours of the lesser of current practice or 8 hours per day during the 190 open for instruction days with local flexibility about start and finish times within that. An unders-and-overs option would allow some days to be longer and some to be shorter.
- Maintain the call-back provision but not applying to the 4 weeks' annual leave.

Maurie presented examples of how the provisions could successfully operate in schools. Having done the analysis for his school, he was confident it would work.

Session discussion

You would have to define the hours of duties within the 1,832 – things like extracurricular were either required and part of the hours or they were not required and were voluntary. You would decide what worked for your school within the broad provisions.

It would be good to have nationally agreed standards/guidelines that we could negotiate local differences for to reduce workload issues for principals.

What about teachers working second jobs and their ability to do extra jobs? Teachers should be able to get their work done in that amount of time. In the contract to do your job, you need to commit 1,832 hours to do that work. If a second job is interfering with your duties, that's going to be an

issue. If there was an issue, it would be one that was addressed under the competence provisions as it would be now.

How strictly do you see the framework 8.30am to 4.30pm? A lot of teachers like the flexibility that hours give families. The 8 hours on-site time would be a maximum unless a compensatory mechanism operated. Actual start and finish times on on-site hours would be local practice. You would set this with your staff and can continue with current practice in terms of being more flexible. The intent is to retain the status quo as much as possible. If your school currently doesn't require staff on site after 3.30pm or if you start later than 8.30am, that would continue.

There would need to be clarification about how the 4 weeks' annual leave might be applied to term time and discretionary leave.

Is there anything stopping principals from requiring teachers to be on site during term breaks? The model is designed to reflect status quo as much as possible while meeting the requirements of the legislation. The call-back days would still apply if you wanted to require staff to come in during the 8 weeks' professional leave (when you are closed for instruction). You could not require staff to come back beyond those days during leave periods.

Class size

Professor Peter Blatchford (University College London) and Dr Anthony Russell (University of London) presented the findings of their recent book summarising their findings on class size impacts.^{9,10}

Key points

- 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.¹¹
- 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 a correlation between class size and outcomes in some research. They also contribute to higher teacher workloads and have implications for teacher retention.

Session notes

Professor Blatchford outlined the sources for their research findings, including large-scale longitudinal studies and multi-method data collection in relation to class size in situ.

The contrary positions

There is an enduring argument about class size – is small better? What difference does a class size of 18 or of 35 make?

There is debate around the world about class size such as in New Zealand, Australia and Hong Kong. Often this arises from interest in a move from teacher to student-centred pedagogy, such as in China. The debate has been muted in the USA in recent years because of the effect of economists, but practitioners there continue to complain and campaign against their findings.

There are lots of voices in favour of small classes. Parents are worried about large classes, which is the main reason they send their children to private schools. The USA STAR project established class size as the foundation education policy for early education of American citizenry.

⁹ 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>

¹⁰ You can view the summit presentation on class size at <https://youtu.be/jalHIKtSTII>.

¹¹ 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>

But there are powerful voices against small classes. For example, Andreas Schleicher argues that high-performing systems invest in teacher PLD and have large classes, but that ignores many reasons those countries do well outside class size – for example, high levels of out-of-school tutoring.

Such arguments are more accepted by education policy analysts and politicians. So how do we reconcile the practitioner view that it is important with the policy and research view that it is irrelevant? And the allied conundrum – why are the effects not more pronounced? Why don't kids in large classes suffer more and kids in small ones do better?

The research

Research is almost exclusively about the impact on attainment, and the main sources of research are international comparisons, natural design experiments and meta-analysis. These are very influential, but some draw on very limited datasets and are based on average or notional class sizes. Typically, they focus only on reading and maths and use a narrow definition of achievement. They tend to conclude that class size is not important and class size reduction is not cost-effective. That is not a fair test – it only describes the number of students, not cognitive interventions, and it ignores many other student outcomes, such as practical skills, creative skills and 21st century relationship skills.

The connection between class size and outcomes depends on what teachers and students **do** in classes of different sizes.

The Deployment and Impact of Support Staff in Schools¹² was a systematic study of primary and secondary students. The study observed children in blocks of time, the in situ class size and the behaviour at specific points in time. There are over 30,000 observations. These observations tell us, for example, that class size matters in terms of attention in class.

Across a whole range of class sizes, as size increases, there is a trend towards less on-task and more off-task behaviour. At secondary, this is most pronounced for low-attaining students who show more than twice as much off-task behaviour. Does this solve the conundrum? Do practitioners and researchers have different things in mind – the latter exclusively measuring English and maths test results but the former having a much wider view of impacts?

The observations also tell us that teaching assistants are not a valid solution to the issue of large classes. The more support students had from teaching assistants, the less progress they made. The basic logic of this was that they become 'instead of teacher' rather than 'supplementing teacher'.

So why are assessment outcomes not more pronounced?

We can only answer this if we look at what people do in the classroom – the tasks, classroom management and teaching. These need close observation of moment-by-moment interactions.

A summarising quote from one of the teachers in the study explains that, in a class of 35, it is hard to spend quality time. They use mostly whole-class teaching, they struggle with individualisation and giving feedback and marking is harder. They must use rigid regimes.

In summary, the observational research found that, in large classes, there is:

- less individual attention
- more whole-class teaching

¹² Blatchford, P., Bassett, P., Brown, P., Martin, C., Russell, A. & Webster, R. (2009). *Deployment and impact of support staff in schools: Characteristics, working conditions and job satisfaction of support staff in schools (Strand 1, Waves 1–3 in 2004, 2006 and 2008)*. London: Institute of Education, University of London. <https://maximisingtas.co.uk/assets/content/diss1w123r.pdf>

- 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.

From the practitioner's view, there is higher-quality teaching in smaller classes – more adventurous teaching, more pace etc. Class management is harder in larger classes. Live feedback is easier in small classes. Knowledge of relations with individual students is greater in small classes, which applied in secondary schools too. Things like practical and investigative trials were more difficult and done less in larger classes. Worksheets were used as a compromise. Marking assessments becomes too heavy a burden as classes get larger. There is more paperwork, reports, planning and preparation.

Class size and diversity is a nightmare when you have a lot of students. Low-attaining students suffer more in large classes.

The effect on teachers is higher workloads, tiredness and stress, which have consequences for the health of teachers and for the retention of teaching staff.

The fallacy of the single cause and solution

It is a fallacy to think of class size only as a number. What is important about class size is the processes. Classroom life is a multifaceted and interconnected set of processes. Teachers make complex and implicit adaptations to class size. Large classes present challenges, and small classes have pedagogical potential that is not always realised.

Back to the second conundrum – teachers don't make use of opportunity for small classes and in larger classes focus on whole-class teaching and a narrower range of curriculum and have increased workload. So class size may not be reflected in maths and English test results because it is about what people do in classes of different sizes, not a natural outcome for maths/English academic scores.

The right question to ask is how best to adapt teaching in large classes – for example, use more group teaching, rethink individualisation etc.

We don't need more meta-analyses – it doesn't add much. We do need to reclaim the debate from economists. We need more high-quality, dedicated studies of class size to investigate what works in small and large classes.

Session discussion

This is valuable research that identifies the unhelpful binary between practitioners and researchers and allows us to look more usefully into what happens inside the classrooms. It is more helpful to practitioners than economists' views and any more meta-analyses. It reminds everyone of the flaw in the notion of a single cause and solution.

Professor Blatchford and Dr Russell have research papers specific to the use of teaching assistants.¹³ The Melbourne University research on teacher aides¹⁴ will be interesting. That is important to us as we think about the curriculum staffing formula.

Principals are concerned when snapshots like PISA testing are used as short-term assessments that do not reflect long-term acquisition of skills. Are there any long-term studies about acquisition of the longer term skills that are related to class sizes?

OECD does appear to have had two things going on. Some there were interested in those people skills but at the same time they run hard-nosed economic research and have been strident over the years about class size not being important.

Within the secondary schooling system, we have specialist teachers. In respect to teaching assistants not having the quality of language interaction with the students, would you like to speak more to the quality of interactions with specialist teachers?

Analysis showed that there is a negative relationship between student outcomes and teaching assistants across seven age groups, including secondary. There are three key explanations:

- Preparedness – teaching assistants and teachers are not prepared for the work they were doing together. Their training is not geared to it, and there is no time provided for it.
- Deployment of teaching assistants – when a child was with a teaching assistant, they were not supplementing interactions with the teachers but were there instead of interactions with teachers.
- Language used with students by teaching assistants is more likely to edge students to answer the question rather than get to grips with their understanding.

We do need to fundamentally rethink how they are being used. Professor Blatchford has written a handbook about how best to use teaching assistants.¹⁵

The presentation drew no distinction between schools that were very poor and very wealthy, and we see huge difference between manageable classes in decile 10 and decile 1. Any thoughts?

That is very likely to be the case. They were careful to draw on the whole population so tried to take that issue into account, and issues of social deprivation were included in the analysis (through free school meals). Low attainment and special education needs relate to the adverse impacts of class size. Regression analysis was used to account for this. Smaller classes for those who struggle applies to social deprivation too.

Work by Mere Berryman and Russell Bishop shows that relationships between Māori students in the classroom with teachers are important. Do you suggest it has an effect on all students?

We haven't the data to analyse the relationships broken down in that kind of way. It would be an important thing to do. The general sense of their findings was that it was good to have deeper

¹³ Blatchford, P., Webster, R. & Russell, A. (201). *Challenging the role and deployment of teaching assistants in mainstream schools: The impact on schools. Final Report on the Effective Deployment of Teaching Assistants (EDTA) project*. London: UCL Institute of Education. https://discovery.ucl.ac.uk/id/eprint/10096860/1/Blatchford_EDTA_project_final_report.pdf

¹⁴ <https://findanexpert.unimelb.edu.au/news/2186-making-a-case-for-teacher-aides>

¹⁵ Webster, R., Russell, A. & Blatchford, P. (2016). *Maximising the impact of teaching assistants: Guidance for school leaders and teachers*. Oxon: Routledge.

understanding of all students, but that may be more important for some groups of students. We can sometimes also underestimate the impact of relationships between students themselves.

They had read the PPTA workload review and identified issues with modern learning environments where weaker relations between teachers and students was a problem. That came across also in the UK studies. Relationships are important. 21st century ideas won't work if relationships are not working. Their book makes clear that collaborative groupwork is one way to deal with that. Students must develop relationship skills to work together – a permanent gain in the rest of their lives.

Equity index and staffing

Allan Vester (EduPlus) presented on the equity index and its potential uses for staffing allocation.

Key findings

- The equity index is an alternative to decile.
- It is a move from a blunt instrument to a more complex and flexible model. Not all indicators are weighed equally.
- Outcomes will result in some changes to relativities under the existing model.
- There is a question about how best to allocate the resource.
- There is a requirement for high trust, significant additional resourcing, and investment in school capital to complement any additional equity funding.
- The index could be applied to staffing components.

Session notes

Issues with decile

Equity funding is an alternative to decile. Decile is a blunt instrument that relies on the Census and therefore is not revised often enough to reflect population changes. School level of disadvantage is not accurately reflected by decile funding step.

Changes to decile can lead to very significant shifts in funding. Very importantly, it is commonly misunderstood to be a measure of schooling quality, which can impact on the roll. Deciles are very easy to turn into tables or be part of a marketing plan and are loved by real estate agents and the media (and some in education circles). There is a stigma that can attach to the decile label, which has had a major impact on how schools are viewed.

Towards an equity index

Minister Parata saw the problems with decile – “decile is not destiny” – and initiated work on the index, which was carried on by the Labour-led government. The aim is for it to be transparent and flexible.

An Integrated Data Infrastructure (IDI) was created, protecting privacy, to assess the level of resourcing need. Not all indicators are weighed equally. Multiple combinations of potential variables were tested. A wide range of measures as to what constitutes achievement are used. There are non-binary measures of educational outcome, moving away from the pass-fail NCEA Level 2 measure. The process is statistically valid. Schools in the same decile can have a different equity index value.

Does the model have limitations? There is a trade-off between what variables are placed in the calculation to increase the accuracy of the model and mitigating potential stigma associated with individual variables. The intention is to make it as difficult as possible to create decile-type league tables.

Resourcing

Proportionality is an important concept in equity funding. In essence, resourcing for disadvantage is not linear.

Outcomes will result in some changes to relativities under the existing model. There is potential for problems if schools are disadvantaged by the change.

There is a current question about how best to allocate the resource. Options are the bulk grant or increased staffing or a combination and/or staffing incentives (e.g. salary, smaller classes, increased non-contact, sabbaticals, status).

“Paying people extra money to do an impossible job doesn’t work, and you need to make the jobs doable such that at the end of the day, people feel glad that they’re there.” Harvard Education Professor Richard Murnane

Session discussion

There was a discussion on how to best allocate the resource. Some suggestions were:

- more staffing
- certainty with funding for reassurance with permanent appointments
- local solutions, such as a van driver to pick up students.

Some issues were raised:

- Needs to be a high-trust model – my school would be more time, but other schools won’t be the same.
- More complex than just a staffing problem – school property is in disrepair, leaking, water and heating infrastructure. Students and staff won’t be attracted to a rundown school.
- How would you advertise that you were a ‘staffing incentive’ school?

Added complications that impact on the school’s ability to use any additional staffing resource would be:

- school size (the amount of additional staffing created and senior subject demands in small schools)
- staff availability
- knowledge and experience.

Will this be determined by the school or mandated? What accountability will there be for its use? What level of Ministry oversight or support and guidance? While there is not always a strong correlation between education outcomes, it is clear that resourcing makes a difference. However, increasing spending without well-researched and tested models on how to best use that resource is unlikely to improve educational performance.

There needs to be high trust in its use.

Schools can’t put in the adequate capital spend on property – there is a role there for the Ministry.

If a school can’t identify the students with needs (who have generated the equity funding), then how best to target them? Schools will make decisions based on the learning needs of their students.

Some schools with a drop in international students are taking more out-of-zone students to backfill.

School lunches programme is currently using the equity index to roll this out.

Learning and student support

Trish Grant (IHC), Joe Hunter (Otago Girls' High School) and Rachel Shelton (Rolleston College) gave presentations around issues of student learning support.

Key points

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.

Session notes

Trish's background is in secondary education. She was a guidance counsellor and PPTA Executive member and is now Advocacy Manager for the IHC.

That morning, the news in the Bay of Plenty had broken – the story about exclusions is not great. There is a need to work across sectors – mental health, traumas etc. Learning support is a flashpoint in the media. We need more in the way of resourcing to keep the students in schools in an integrated way. Schools are saying they are not getting what they need to do the best for the students.

Learning support not just about disabled students, but the Ministry only provides for a low percentage of disabled students to receive learning support.

48.5% of disabled young people aged 18–20 are NEETS.

Since 2008, IHC has had litigation going through the Human Rights Review Council. The case is based upon special needs students being subject to systematic discrimination by resourcing in their access to education. The aim is to force government to properly fund the system to provide equity of access for disabled students under Part 1A of the Bill of Rights – freedom from discrimination.

IHC is looking for education professionals to get involved in their legal action against the government, and you can contact them at advocacy@ihc.org.nz.

IHC is interested in what the barriers are for schools. Is it about quantity of staffing, leadership or other things? Or is the issue more about quality, capability and capacity of the teaching force? How do we build capability to deal with the new objectives?

We need the right number and right type but also to build capability and more if we are to do it well.

Education and Training Act 2020 obligations

There are new obligations:

- Students can enrol and attend for all hours the school is open for instruction.
- Schools must be physically and emotionally safe environments.
- Students as regarded as rights holders, and schools must take all reasonable steps to eliminate discrimination.
- Reporting on inclusion is required.

The focus is on rights and ending discrimination. There must be a review of high needs.

Can this be achieved on current staffing/resourcing levels? No!¹⁶ This creates risks for schools.

Where will support come from? Will the ESAs help? The burden will be on providers – it must not be disproportionate and undue. It is probably a good move to have legal support available for principals.

Moral and ethical obligations

The Human Rights Commission has called for clear definitions.

There are different models for thinking about how disabled students are treated – exclusion, segregation (very expensive), integration, inclusion (will bring more social cohesion).

A lot of research is coming out about damage segregation has caused – e.g. care and protection residences.

Sir Roger Martin points out that there is no ‘special community’, no ‘special society’.

International treaties

New Zealand has obligations under these UN Conventions:

- Convention on the Rights of the Child.
- Convention on the Rights of Persons with Disabilities – Article 24 states the right to quality inclusive education and reasonable accommodation to get equitable access and a school environment that maximises academic and social development.

Both are included in the Oranga Tamariki legislation but not in the Education and Training Act.

Summary

- We have increased obligations without increased support.
- There is disconnect between policy and what’s happening on the ground.
- The resourcing framework (e.g. ORS) is flawed.
- We should not have a charity approach – this is about human rights.
- We need a quality public education system where school environments maximise academic and social equity.

Joe Hunter

Joe talked about the pastoral care issues she sees as Head of Pastoral Care at Otago Girls’ High School.

She noted the physical versus monetary constraints in provision of equity of access to education. You cannot let money get in the way of what needs to be done.

Her school has a transitioning pastoral system.

All students need to be safe and be included. They ask what are the needs of students and have an explicit focus on social skills and helping students to share their narratives to provide them with skills to become leaders.

¹⁶ In the NZCER 2018 report on secondary schools (see footnote 8), ensuring appropriate state staffing topped the principals’ list of effective actions schools had taken to improve the integration of students with learning support needs. They judged school-based supports such as school counsellors, RTLBs and health professionals more useful for supporting students’ wellbeing and behaviour than external agencies.

Adolescents have a strong moral compass, and capturing that is important.

They are engaged in the Whai Ora project.

Student voice is becoming stronger.

Coherence is important. They are making sure change happens at a reasonable pace and having more people involved. This is a transitional year.

For the first time in 150 years, the school has a student in a wheelchair. They have 6% Māori and 4% Pasifika students. The students generally are on board with diversity.

Rachel Shelton

Rachel talked about her experience as a principal in a 5-year-old school that grew from 250 to 1,300 in 5 years. It is a new school but was not built to accommodate all the growth.

They are keeping their ako programme small by design. Based in advisory/hauora, it is following the front end of the NZC.

There were no existing relationships with services when they opened.

A within-school teacher is used for PB4L. They also have a learning support coordinator, but little information about how they should be working, and a SENCO.

Waitaha is a school within school. It has a sensory room shared across the school.

They have a great team of teacher aides – it is a good question about whether teacher aides are complementary or supplementary.

Continuity of learning support is problematic with a high turnover of staff.

Access to toilets is not great – there are heavy doors etc.

There are lots of bureaucratic barriers to providing equity of access and meeting student needs.

The PB4L framework is great, and CHC has a LS advisory committee.

Staffing for the group who are not eligible for ORS funding is a pressure.

They need more time for teachers and for working regionally. Stand-down/completion statistics are through the roof regionally.

Session discussion

How do you build staff capability?

Rachel:

- Large tracking data base – open to staff but privacy needs to be managed carefully.
- LSC and SENCO need to communicate well.
- Linking with teachers important.
- ERO – looked at lots of academic measures, not behavioural data.
- They have PLD for teachers, but with huge growth, they have 19 new staff this year.

Joe:

- Interviews with families, a whānau-student-school triangle.
- Assistant deans do the tracking.
- Understanding of what's appropriate to share with students.
- Mentoring programme with students/families (supposed to be student-led) once a term.
- LSC and SENCO – strategies that work.
- Professional learning groups.
- Coherency across staff – e.g. in how lessons are set up.

If you have a student who needs toileting, how do you advertise for appropriate support?

- There are respect and dignity issues.
- Don't advertise but discuss at interview.

One school represented has 19 ORS out of 500 students.

When learning support take whānau around schools, some schools are more welcoming – then the ones that do it well end up with more than they can cope with.

The Ministry only gives a contribution to costs – that's not right!

ORS funding high/very high is to enable full-time access to learning, but 'magnet' schools are increasingly dipping into other funds to meet costs.

Networking of schools should support improvements.

The Ministry is not accountable for its policies.

Learning support systems are changing. There are 45 separate buckets of funding, each with so many hoops, including the emergency response funding.

It is important that the whole system is mana enhancing – following the 'enabling good lives' principles.

Operations grants and locally raised funds

Dr Cathy Wylie (NZCER) presented on the operations grant, and Kate Gainsford (Aotea College) talked about the implications for schools.

Key points

International student fees have hidden 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 the operations grant and what the school can earn itself. School leaders' and teachers' workloads are high and seem increasingly unbalanced. We have to think differently of how we use time in schools.

Session notes

Cathy presented findings on the operations grant from the 2018 NZCER survey of secondary schools. She posed some provocative questions.

In 2018, only 8% of secondary principals said government funding was enough to meet their school's needs, and 60% of principals had to reduce their spending (up from 45% in 2015). This had impacts for curriculum options, curriculum resourcing and co-curricular experiences.

Only 13% thought their school teaching staffing entitlement was enough to meet the school's needs, which was the lowest since 2003.

78% used school funds to employ additional teaching staff, most to cover a learning area and other core activities.

55% relied on fee-paying student income to provide breadth of courses, and all thought they would be in difficulty without that income. This was strongly decile linked with 73% of high-decile schools and 32% of low-decile schools relying on this income.

In light of COVID-19, should we still be relying on this income?

This leads to other questions:

- What is realistic for every secondary and area school to provide?
- How do we balance breadth and depth?
- Can we provide well for all our students on the current per-school approach?
- Do school subjects matter?

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 the operations grant and what a school can earn itself.

Time is not the same currency as energy.

School leaders' and teachers' workloads are high and seem increasingly unbalanced.

Better support for schools will come when the policy moves in supporting all schools to succeed come to fruition.

We also have to think differently of how we use time in schools.

Kate Gainsford then gave some thoughts on resourcing.

We have not got the resourcing right as a system and have relied too heavily on international students.

Historically, the motivation for these students was aspirational and about being inclusive. The 'entrepreneurial' element came later, which naturally some schools were better equipped for.

International volatility in the international student market, which has been recognised (and warned against) for some time, has come to fruition through the COVID-19 pandemic.

Historically, Aotea College has had its international students for financial reasons. It has rethought this approach to provide a strategic and bespoke experience for international students, which means it has not been so affected by the drop-off as some schools have.

Kate acknowledges that this model is so appealing because it is easier than getting increases through entitlement staffing.

The current lack of international students has caused poaching and has locked in the competitive model. There had been some steps away from this through Kāhui Ako, but in times of need, schools with money will still flex their muscles and bus in students to raise student numbers.

The Ministry's involvement in these inequities has been limited to some directed enrolments of excluded students. Otherwise, it has been hands off.

New Zealand considers that it has a strong commitment to public education, but within this, we're offering private education on the international market.

What is realistic for every school to provide? We have put this question to the Ministry in collective bargaining rounds. The NZC is not directive about what is necessary and what is optional. This lack of clarity means everyone is trying to do more. The Ministry will not say what is 'core' so that it can't be called out for failing to provide this core.

The Ministry holds no critical data around class sizes, curriculum delivery etc. These pockets of invisible data are institutionalising inequity.

Can we make sure we use the additional resources well? Operations grants are spent on wildly different things because of regional differences. Clunky operations grants are not meeting needs. There are clear things that we can do to improve equity:

- Removing local rates and other taxes.
- Taking out the chance element of PLD for principals.
- Funding leadership advisors – "The risks are huge but the support is pitiful."

Session discussion

What is the definition of 'effective' financial management?

A range of measures were used, including no deficit, achievement levels, ERO/STA reports.

The Ministry sometimes says that the funding model is adequate because “no schools have gone bankrupt”, but this is bogus. Some schools are running huge deficits and would be declared bankrupt if they weren’t propped up by the Ministry.

What is a ‘meaningful’ level 2 qualification?

This includes vocational pathways but doesn’t include credits cobbled together to meet the target with no obvious pathway or interest behind them.

A lot of local funding is spent on core staffing needs.

Collaboration is needed – COVID has taken its toll, teachers are burned out. We are seeing a trend of teachers wanting to go part-time or casual. This is putting pressure on principals.

NZC and NCEA refreshes

Esa Samani and Terry Fenn (Ministry of Education) presented a discussion of progress and thinking behind the NZC and qualifications refresh, and Maurie Abraham (Hobsonville Point Secondary School) and Julia Davidson (Wellington Girls' College) gave their thoughts on these.

Key points

- 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.
- There are extensive changes and development work facing the sector over the next 3–4 years.
- All these changes mean schools cannot work on any of the other important things that a school wants to work on.
- There needs to be a slowdown (e.g. 1 year in between each implementation) or provide a lot more staff to enable this to be implemented properly.
- Reducing teacher and school leader workload is not an explicit principle for the changes and therefore unlikely to be an outcome.

Session notes

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.

The national curriculum refresh and the NCEA changes are intended to ensure:

- the most important learning is clear and not left to chance
- all ākonga see their cultures, languages and identities reflected in their learning experiences
- teaching, learning and assessment materials are clear, accessible and inclusive
- te ao Māori (Māori world view) and mātauranga Māori (Māori knowledge) are valued and integral to the changes and are authentically indigenous
- learner progress throughout the learning pathway from years 1–13 is supported and recorded
- the curriculum is future proofed.

The priorities the Ministry sees for ensuring learners flourished were outlined.

The New Zealand Curriculum will emphasise the bicultural foundation of Aotearoa, give effect to te Tiriti and be inclusive to support all learners and the diversity they bring.

Expected changes include:

- all eight learning areas being refreshed
- updated framework and vision
- a consistent understand, know, do model in all learning area statements
- curriculum levels redefined as a progression showing phases of learning
- progress outcomes replacing achievement objectives
- NZC being accessible through a new online curriculum hub.

The New Zealand Curriculum would be co-designed with young people, clear about the rights of those with disabilities and other learning support needs and supported by guidance on inclusive teaching and culturally sustaining teaching practices.

Principals, teachers and groups can get involved with the changes in the national curriculum either through reference groups or working groups or via testing and over the next 5 years.

There is a three-tiered approach to the NCEA review:

- Deep dives with specific schools around the changes.
- Insights from Review of Achievement Standards pilot schools.
- Connecting into community groups we sometimes miss.

For Review of Achievement Standards:

- Subject expert group advise in development process.
- Phased approach with sector engagement after each.
- Piloting across next 4 years.

All changes to NCEA are tested against five principles to try to ensure they deliver the desired outcomes: wellbeing, equity and inclusion, coherence, pathways and credibility.

They want system shifts in NCEA through the seven key changes:

- Make NCEA more accessible.
- Mana ōrite mote mātauranga Māori.
- Have fewer, larger standards.
- Strengthen literacy and numeracy requirements.
- Simplify NCEA's structure.
- Show clearer pathways to further education and employment.

Keep NCEA Level 1 as an optional level.

Years 1–10 work will be largely in learning areas while years 11–13 will be in subjects derived from learning areas.

The learning areas and related subjects were outlined, including those that are pilot RAS at NCEA Level 1 this year.

The process for RAS was outlined, including how they see subject expert group input applying.

They discussed the Ministry's expectations around Mana ōrite mō te Mātauranga Māori.

They are seeking feedback on the proposed Level 2 and 3 subject list until 13 August.

Proposed changes aim to deliver:

- greater specialisation and deeper learning at Levels 2 and 3
- more foundational learning experience at NCEA Level 1
- on embedding Mana ōrite mō te mātauranga Māori in NCEA.

Once confirmed, they will start developing Level 2 subjects from September this year.

They discussed external assessment in the RAS and the early sector shifts they are observing.

They described their planning for the 2022 pilots.

Finally, they touched on some of the areas of support they were considering.

Session discussions

There is tension between disciplinary thinking and interdisciplinary and local curriculum (especially within te ao Māori). Integrated learning has been killed by the NCEA review.

Literacy and numeracy feel like old School Certificate. There are concerns that Māori and Pasifika achievement rates will suffer.

Principals have concerns about demands on staff – workload is killing even experienced teachers. They are worried they will lose staff. There is also pressure on SEG members.

There is a worry that teachers will not have access to high-quality training, and schools are not resourced to do it.

This is only two of the 11 initiatives that are under way.

What will be the progress outcomes for L6 for those schools who chose not to do NCEA L1? Will there be curriculum level 6, 7, 8 as we know it?

There needs to be access to targeted, centrally funded specific PLD for these changes (not just TODs).

NZQA needs to build the workforce for the new externals.

Reducing teacher and school leader workload is not an explicit principle for the changes and therefore unlikely to be an outcome.

Needs-based entitlement staffing ideas

Attendees met in groups representing small, rural and isolated schools, larger schools and integrated schools to consider what changes to the staffing entitlement would better reflect the needs of their schools.

Small, rural and isolated schools

There were four groups in this session. Their ideas included changes to the staffing entitlement and to non-entitlement resourcing.

Staffing changes

Curriculum (15 references)

- Curriculum staffing should be linked to curriculum area coverage/breadth and pathways to ensure breadth of curriculum (4).
- There should be meaningful staffing to support the NCEA and curriculum refresh (3).
- Additional staffing for networked learning and Te Kura students (2).
- Staffing to support local curriculum (2).
- Staffing ratios across the board need to be improved (2).
- Relook at the year 9/10 ratios versus senior year levels for staffing.
- Extracurricular should be incorporated into staffing.

Pastoral care and guidance (10)

- 1 FTTE guidance counsellor as baseline (4).
- Increased time for pastoral care (2).
- Additional guidance counselling especially for year 7–8 in year 7–13 schools.
- Guidance counsellor/pastoral care tagged and guaranteed FTTE.
- Pastoral staffing – counsellor related to equity index.
- Counsellor staffing across Kāhui Ako.

Management (8)

- More staffing for release time for middle leaders' needs to be built in to improve leadership (3).
- There should be alternative models for principals like co-leaders in area schools (2).
- Schools under 500 should have additional staffing for an extra DP or senior leader (2).
- Additional staffing for senior leadership – attrition of principals in smaller schools is due to overload due to inability to share workload amongst enough staff.

Equity (7)

- Staffing should be aligned against the equity index (4).
- The Māori student roll should generate more staff (2).
- Weighting as Pūaotanga recommendation 4.9.

Student wellbeing (4)

- Staffing for foods in schools (3).
- Staffing should be provided to support homework centres.

Professional learning (4)

- Component for the additional staffing needed to allow teachers to have equitable access to professional learning (4).

Kāhui Ako (2)

- Specialist teacher and staffing component across Kāhui Ako who teaches across schools (2).

Staff wellbeing (1)

- Time for release of staff for wellbeing (high-stress school).

Community (1)

- Time to work with local iwi.

Non-entitlement staffing proposals

Other staffing

- Every school should have a baseline of one nurse and one business manager (2).
- Attendance staffing in schools.
- Staffing for wrap-around services and social workers.
- School social workers.

Operational funding

- Equity indexed funding for homework centres.
- Funding to pay someone to collect students.
- Operations funding on student need basis.

Other

- Schools should be staffed to recognise that part-time and fixed term positions cannot be filled in small schools (2).
- Isolation allowances should be increased.
- Kāhui Ako funding to be reviewed and rationalised.
- Ministry coordinates/informs about funding opportunities so schools have help to access what they need.
- Principals' staffing weighting – 300 kids versus 1,300 kids – lower salary but just as hard for 300.
- Priority for flexibility in training options for identified shortage areas.
- School housing.
- Teach First – could be shared around in specialist subjects.
- The costs of legal advisors/accountants/business managers should be met for small schools.
- There should be a youth worker/social worker allowance.
- There should be harder to staff areas/allowances for allowances, relief and costs for PLD.
- Travel costs for isolated schools for pathway providers

Large schools

Components of needs-based staffing

- Principal (tagged) taken out of staffing component.
- Guidance counsellors/pastoral ratio ideally 1:200 (tagged). Flexibility around not needing to be trained teachers.
- Tagged positions for special education and learning support – not just the SEG.
- Additional time for curriculum initiatives especially for heads of department should be built in and for significant change.
- Roll out the learning support coordinator roles to all schools on the ratio of 1:500 students.
- Staffing allowance for running external exams.

Other ideas

- PPTA to run training/PLD for senior leaders on understanding the staffing process.
- Don't take GST on operations grant – centrally fund rates or other local costs that aren't equitable across the country.
- Kāhui Ako resource needs tweaking to increase flexibility and reduce inequities.
- Career path for senior leaders – training designated MU.
- HR expert – designated positions who can manage the process, know the relevant laws etc.
- Training for DPs/Principals in staffing what to look for what to ask, tricks and tips to support pedagogy, be strategic.
- Incentivise certain subject areas that are hard to staff – technology, maths, te reo Māori.

Integrated schools

Components of needs-based staffing

- Remove principal, GC, LSC in the staffing formula.
- Personalised learning requires more planning, more time for staff to plan together.
- Guidance counsellors proportional to school role, e.g. 1:400.
- Collaboration time in staffing entitlement, which can be used flexibly.
- Students miss out because of size of school. Some roles are core, so funded regardless: music, digital, guidance.
- Teachers have a collaboration and planning day, say 9-day fortnight.

Other ideas

- Kāhui Ako – using 'inquiry time' specifically for RBL – accredited impact coaches.
- Kāhui Ako can be 'banked' and used more flexible.
- Support staff in the staffing formula so doesn't come out of staffing formula.
- Some counselling could be done online.

Plenary session

The thoughts of the working groups were reported back.

Kate Gainsford outlined next steps:

- Report of summit circulated with the research reports.
- Use the ideas to design a needs-based model based on ideas from this summit.
- Wider engagement with principals and teachers, community and organisations about needs-based funding model.
- Report to PPTA Annual Conference.
- Lobbying for quick wins and long-term changes.
- May be some ideas are part of collective agreement negotiations in 2022.
- Attendees continue to engage with SPC and PPTA in this mahi and inform their own regional principals' and senior leaders' groups.

Appendix 1 Schools represented at the summit

Leaders from Te Aho o Te Kura Pounamu and 41 other schools attended the summit.

By education region	Schools
Auckland	8
Tai Tokerau	3
Waikato	6
Whanganui	2
Bay of Plenty	2
Hawke's Bay	2
Wellington	6
Nelson	1
Canterbury	4
Otago	6

By size	Schools
<600	21
600–1,499	16
1,500+	3

Smallest	Under 150
Largest	Over 2,000

By type	Schools
Composite (years 1–15)	4
Secondary (years 9–15)	9
Secondary (years 7–15)	27

By authority	Schools
State	33
State-integrated	7

By decile	Schools
1	2
2	5
3	5
4	7
5	6
6	1
7	3
8	4
9	2
10	5