



# Entitlement staffing adequacy

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## A survey of secondary and composite school principals

July 2021

PPTA represents the professional and industrial interests of secondary and area school teachers and principals.  
PPTA | PO Box 2119, Wellington 6140 | p. +64 4 384 9964 | e. enquiries@ppta.org.nz





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## Executive summary

### Adequacy for mandated obligations

More than three quarters of the sixty-two 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, time for providing a broad curriculum and trying to manage average class sizes.

The average shortfall identified was 4.97 FTTE per school.

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

### Local obligations using teacher staffing

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

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

Principals who felt the entitlement staffing was adequate for mandatory obligations used an average of 1.35 FTTE staffing to meet local obligations (0.45 FTTE entitlement staffing and 0.9 FTTE school-funded).

Principals who felt their entitlement staffing was inadequate used on average 1.96 FTTE staffing to meet local obligations (0.64 FTTE entitlement and 1.32 FTTE school-funded).

### All additional staffing employed

All but two principals indicated that their staffing entitlement was insufficient for both local and mandated needs. Overall principals employed<sup>1</sup> an average of 3.40 FTTE school-funded staffing to meet these obligations.

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

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

### 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.

### Conclusion

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

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<sup>1</sup> The actual employers of teachers are Boards of Trustees but, as principals provide leadership and advice to Boards about the staffing needs, are the day-to-day managers of those staff and were completing the questionnaire in that role, this report refers to the principal as the employer.



## Introduction

### The 2012 Secondary School Staffing Group

In 2012 The Secondary Principals' Council (SPCoA) was represented on the Secondary Staffing Review Group<sup>2</sup> (SSRG) which investigated the staffing of secondary schools. The SSRG found<sup>3</sup>:

- The staffing formula should be reviewed to address the disproportionately negative effect of the formula on larger schools and junior high schools.
- The staffing allocation is based upon liability limitation rather than school and student needs.
- There needs to be a common understanding of what a needs-based resourcing model may be, and how it might improve the delivery of staffing.
- There needs to be a better understanding of the use of operational funding and locally raised funds for additional staffing, and the associated risks and opportunities.

The SSSG noted the lack of information on whether the guidance time allocation is appropriate in secondary schools, or what ratio of students to guidance hours is most appropriate (generally or by decile). It also noted the lack of information on whether the management time allocation is appropriate for need. A current analysis of these two entitlement components shows that they are poorly designed to meet needs<sup>4</sup>.

The report notes<sup>5</sup> that as the secondary roll size increases both the management staffing and the staffing provided for guidance and pastoral care decrease as proportions of total staffing.

Schools can cross-subsidise between staffing entitlement components, but capacity to do so declines with increases in roll size.

The report also noted<sup>6</sup> that there were class size implications of the curriculum staffing formula.

- The largest average class sizes and the highest proportion of classes over 30 are more likely in larger schools, in junior secondary years and in classes where there has been a selection of 'higher ability' students.
- The larger the school, the higher the proportion of teachers with an average class size of more than 26, and the more likely there will be teachers with individual average class sizes over 30.

Modelling of the curriculum entitlement staffing predicts increasing class sizes as the roll gets larger and that the ability to avoid over-large classes rapidly reduces unless the schools use other staffing resources for curriculum purposes.

Most principals employ additional staffing to supplement entitlement staffing. At the time the SSRG reported the 319 secondary schools employed a total of 940 FTTE teachers above entitlement. Generally, larger schools employ proportionately more additional staffing and higher decile schools employ proportionately more relative to their size than do low and mid-decile schools.

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<sup>2</sup> In addition to the principals' representative the group included the Ministry of Education, NZPPTA and NZSTA.

<sup>3</sup> Report of the Secondary Schools' Staffing Group 10 February 2012, page 2.

<sup>4</sup> See appendices 3 to 5.

<sup>5</sup> Ibid. Page 6.

<sup>6</sup> Ibid. Pages 7-8.

## Increasing Pressures

Despite agreement between the signatories to the SSSG report that the staffing formula does not work for larger secondary schools in terms of class sizes, and that there is no evidence the staffing allocations for management and pastoral care and guidance are appropriate, nothing has been done by successive governments to address the problems.

While the staffing entitlement has not significantly changed since 2012 there are new pressures on the uses of staffing, including:

1. Greater demands for pastoral care and guidance.
2. An increasingly complex management environment.
3. Greater expectation of:
  - a. Differentiated learning and learning pathways.
  - b. Community and Whanau liaison.
  - c. Moves away from streaming and integration of students with greater learning needs.
  - d. The use of innovative learning environments.
4. The accelerated development of blended and asynchronous teaching and learning practices.
5. Increasing recognition of the wellbeing impacts of workload of principals, senior leaders<sup>7</sup>, middle leaders, pastoral care teachers and classroom teachers.
6. The Covid-related loss of international fee payer income has exposed the vulnerability of schools relying on the additional teachers it purchased to mask shortfall in the entitlement staffing.

In 2020 the SPCoA initiated a four-part review of the adequacy of secondary staffing with the aim of developing and promoting needs-based staffing to better serve our schools and our students, including:

1. **A survey of principals** about the entitlement staffing adequacy.
2. **A wider teaching force survey** of where additional staffing is most needed.
3. **Case studies** of staffing use in a representative group of secondary schools.
4. **A staffing summit** for secondary and composite school leaders to consider current pressures and expectations on schools, identify coming changes and consider how to staff schools for their needs.

We hope that the outcomes of this review process will encourage the government to move quickly to address the chronic understaffing of our schools.

This report covers the first phase of our review.



**Kate Gainsford**

**SPCoA Chairperson**



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<sup>7</sup> See *The New Zealand Secondary Principal Occupational Health, Safety and Wellbeing Survey: 2020 Data*. Philip Riley, Mark Rahimi & Ben Arnold. Deakin University

## Purpose and definitions

### Purpose

This report presents and considers the findings of an online survey of principals, which asked them to consider:

1. Mandated requirements and local expectations which use teacher staffing.
2. The sufficiency of entitlement staffing for meeting mandated and local requirements.
3. Additional staffing employed for those expectations.
4. Use of the COVID Response Fund and Pasifika Initiative funding.
5. General comments on staffing provision.

### Definitions

For the purposes of the survey 'mandated obligations' were defined as those based in the Education and Training Act or other statutes, and/or collective agreements. These were broadly identified<sup>8</sup> as:

- Curriculum and qualifications obligations.
- Legislation obligations.
- Management and administration obligations.
- Pastoral care obligations.
- Collective agreement obligations.
- Special needs obligations.
- Special character obligations integrated schools.

Local obligations were the expectations of the community the school served that were not covered by the mandated obligations, but which required the use of teaching staff.

### Responses

Sixty-two principals responded, from composite, year 7-15 and year 9-15 schools which represented all deciles. The largest school had a roll size of more than 1600 and the smallest less than 100. Appendix 2 has a more detailed breakdown of their schools.

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<sup>8</sup> See Appendix 1 for a fuller list of examples.



## Obligations to the state

### General question of adequacy

Although it was an option, no-one indicated that they had more staffing than they needed to meet their mandated obligations. Twenty-three percent said that their staffing allocation was sufficient to meet these obligations and seventy-seven percent said it was not<sup>9</sup>.

Low decile school principals were four times more likely to say their staffing was not adequate than that it was. Mid-decile school principals were more than twice as likely, and high decile school principals were more than five times as likely.

Composite school principals were twice as likely to say their staffing was inadequate than that it was, year 7-15 principals more than twice as likely and year 9-15 principals four times as likely.

Principals of schools with rolls under 401 were more than three times more likely to say their staffing is inadequate and those with rolls 401-800 twice as likely. All principals of schools over 800 said the staffing was inadequate; in fact, no principal with a roll size over 750 indicated thought their staffing was sufficient to meet their mandatory obligations. This aligns with the SSRG finding that the staffing formula increasingly disadvantages larger schools.

### Responses by school type and roll size:

#### *Not adequate for mandated requirements*

Size	Type			All
	Composite	Year 7-15	Year 9-15	
<401	4	6	10	20
401-800	0	6	12	18
801+	0	1	9	10
All	4	13	28	48

#### *Adequate for mandated requirements*

Size	Type			All
	Composite	Year 7-15	Year 9-15	
<401	1	3	2	6
401-800	1	2	5	8
801+	0	0	0	0
All	2	5	7	14

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<sup>9</sup> In 2018 only 13% secondary school principals responding to the NZCER survey of secondary schools said their staffing entitlement was adequate. The question there was phrased more broadly and did not differentiate between mandated and local expectations. 'Secondary schools in 2018 Findings from the NZCER national survey.' Bonne L. and MacDonald J. P139

## Responses by school decile and roll size:

### *Not adequate for mandated requirements*

Size	Decile			All
	1-3	4-7	8-10	
<401	10	8	2	20
401-800	8	4	6	18
801+	2	5	3	10
All	20	17	11	48

### *Adequate for mandated requirements*

Size	Decile			All
	1-3	4-7	8-10	
<401	4	2	0	6
401-800	1	5	2	8
801+	0	0	0	0
All	5	7	2	14

## Staffing shortfall areas

If they indicated that staffing entitlement was insufficient the principals were then asked how much additional entitlement staffing they would require to meet the pressures they had in the areas identified in the table below. Forty responded to the question. The most frequently referenced pressures were management time, pastoral care and guidance time and appropriate time for curriculum and qualifications. The greatest shortfall in terms of FTTE was in the staffing for curriculum and qualifications.

These principals saw themselves as on average 4.97 FTTE understaffed by the Ministry.

Area of staffing pressure	References	Average FTTE
Middle and senior management time	38	0.96
Pastoral care and guidance	30	1.19
Curriculum and qualifications	26	1.33
Collective agreement provisions	18	0.79
Secondary-tertiary interface	16	0.33
Legislation (e.g. HASW Act, Union delegate time)	14	0.29
Special character	3	0.10
Other	1	0.03
All areas	146	4.97 <sup>10</sup>

<sup>10</sup> Components do not add to the total because of rounding effects.

### Specific pressures

The principals were then asked an open-ended question about what specifically created most staffing pressure for them. The top three references were to providing pastoral care and guidance, providing a broad curriculum, and trying to manage class size. Interestingly management time did not feature strongly in these responses<sup>11</sup>.

Indicated pressure areas	References
Guidance and pastoral care	25
Broad curriculum	23
Class size and average class size	13
Learners needs – generally stated	5
Careers guidance	3
ESOL	3
Curriculum leadership	2
Special needs	1
Part time non-contact	1
Avoid split classes	1
Whanau engagement	1
Truancy follow-up	1
Union delegate time	1
Staffing for MLE	1
“All reasons”	1

### Additional staffing employed

Thirty-six principals gave details of the number, if any, of teachers employed from their own funds to meet mandated obligations. They employed an average of 2.76 FTTE teachers for this purpose.

### Caveats on sufficiency

Six of the principals who indicated that their entitlement staffing was sufficient for mandated obligations made general comments which suggest that they are not entirely happy with the current staffing formula. One also noted that they employ an additional three staff members over entitlement to cover their students’ pastoral care needs.

- *“It is enough because we make it enough. It is never enough but I am not sure any extra amount is ever enough!” Small mid-decile year 7-15 school.*
- *“It shouldn't be allocated by the age of students, to have higher ratios for Y9 and Y10 students is a false economy.” Middle sized, mid-decile year 7-15 school.*
- *“Staffing is not sufficient to address the complex needs of the students. As the complexity of student needs rise there is a need to decrease the class sizes and increase the staffing.” Middle sized, mid-decile year 9-15 school.*
- *“The calculator is a blunt tool. Consideration needs to be made for small schools who do not have the economies of scale to fall back on.” Smaller, mid-decile year 9-15 school.*

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<sup>11</sup> In her case study report ‘It’s just not enough: Principals discuss the staffing of secondary and composite schools.’ July 2021 Dr Alison provides an insight into the reason for this. Analysis of staffing use indicates that schools prioritise staffing for curriculum and management and the shortfall therefore is in pastoral care staffing.

- *“We are experiencing roll growth and the staffing does not go far enough especially when trying to offer the right pathways for our students. For example, we have introduced bilingual classes right through from Year 7 to 10. These classes are smaller, which they should be. We have tried to staff to lessen the impact on the other Y7-10 classes by adding on other classes to reduce numbers. It does not help when you get the 'crazy' numbers where the number of classes offered could be 24 but when you reduce jump over 30. Staffing formula needs to take into account the increase in guidance we have to do. For the first time we have a Dean at each year level 7 to 13. This is important in terms of the guidance, goals, restorative practices and PB4I. By doing this means less time in the classroom for the Deans and this impacts on the learning areas etc BUT they do a key job. Hence we are about 3 staff-overstaffed.” Middle sized, mid-decile year year 7-15 school.*
- *“We could always do with more as we could offer more. Greatest need at present is with guidance and welfare support.” Middle sized, mid-decile year 9-15 school.*

## Local obligations

Principals were asked what local priorities they use teacher time for. Fifty-three responded to this question, the fourteen who felt state staffing was sufficient for mandated requirements and thirty-nine of those who did not.

### Identified local priorities

Principals identified two types of local priorities:

1. Local practices for meeting mandated obligations e.g. pastoral care programmes.
2. Non-mandated local community expectations, e.g. extracurricular activity.

Six principals said they had no local priorities that used paid teacher time, two who felt the entitlement sufficient and four of those who did not. The remaining responses are summarised below.

Several principals noted some priorities used teachers time, but not as a draw on their entitlement staffing or locally funded staffing e.g. for extracurricular activities.

## Local obligations where entitlement staffing was insufficient for mandated obligations

### Priorities within mandated obligation:

<i>Type of obligation</i>	<i>Local priority</i>	<i>References</i>
Health and safety and pastoral care	• pastoral care/ deaning / counselling	11
	• health and safety	2
	• health services	1
	• staff wellbeing	1
	• work with outside agencies	1
Curriculum and curriculum support	• learning/curriculum support	5
	• class size	3
	• bicultural pathways	2
	• special needs education	2
	• localised curriculum	2
	• Maori performing arts	2
	• careers	1
	• cross curricular	1
	• digital capabilities	1
	• literacy and numeracy	1
	• modern learning environment	1
	• Music	1
	• national learner priorities	1
	• pathways	1
Provide appropriate professional development	• mentoring	2
	• pld	2
School management	• SLT release	1

### Priorities outside mandated obligation:

<i>Type of obligation</i>	<i>Local priority</i>	<i>References</i>
Extracurricular activities	• Extracurricular and sports	19
	• Productions/co-curriculum	4
Wider engagement	• meeting with community	5
	• Kahui ako	4
	• community events	1
Local curriculum choices/support	• service academy	1
	• EOTC	1
	• after school study	1
Special character	• faith	1

### Local obligations where entitlement staffing was sufficient for mandated obligations

Of those who said their staffing allocation was sufficient for their mandated obligations, two indicated they had no local obligations requiring staffing. The remaining twelve identified the following:

<i>Local priority</i>	<i>References</i>
• Extracurricular and sports	8
• Additional classroom/learning support	4
• Curriculum development/PLD	2
• Maori Performing Arts	2
• Pastoral care/counselling	2
• School productions	2
• Community events	1
• Crisis planning	1
• increased pathways for students	1
• Leadership development for staff and students	1
• Smaller classes	1
• Teach First NZ	1
• Wellbeing	1

Seven of these principals used only entitlement staffing to resource local obligations, three used only school-funded staffing, and three used both.

### Staffing use for local priorities

The fourteen principals indicating their entitlement was sufficient for mandated obligations used an average of 1.35 FTTE to meet their local obligations, 0.45 FTTE from entitlement staffing and 0.9 FTTE from school-funded staffing.

The principals who felt their central staffing was inadequate for the mandated obligations used an average of 1.96 FTTE for local activities, 0.74 FTTE from entitlement staffing and 1.24 FTTE from school-funded staffing.

Collectively, the principals used an average of 1.74 FTTE staffing for local priorities, 0.59 FTTE from entitlement and 1.15 FTTE from school-funded staffing.

## Overall additional staffing employed

In total, sixty of the sixty-two principals indicated that their staffing entitlement was insufficient for both their local and their mandated needs.

Of the fifty-four principals giving details of the amount of additional staffing for mandated and local obligations thirty-eight employed more staffing for mandated obligations and/or local obligations above that supplied by the state. The fifty-four principals employed an average of 3.40 FTTE school-funded teachers.

## Use of additional funding streams

This year schools had potential access to two additional sources of funding – the Pasifika Initiative Funding and Covid Response Fund<sup>12</sup>.

Principals were asked if they accessed this funding and, if so, how they used it. Forty-nine principals used these additional sources of funding, one used Pasifika Initiative funding only, eight had used both and forty had used only the COVID Response Fund.

### Use of funding

The Pasifika Initiative-only funding was used for a year 7-13 course for Pasifika students and teachers. The COVID and combined funding was used most frequently for employing additional teachers (thirty-three references) and additional non-teaching personnel (twenty-five references)<sup>13</sup>.

Type of cost	Specific use	References
Additional teachers	• Counselling/guidance/pastoral care	21
	• Curriculum teachers/ additional teaching staff	8
	• Teacher relief	3
	• International department support	1
Non-teaching staff	• Teaching Assistants/ Rumaki assistants	11
	• Attendance officer/liaison	6
	• Support staff	5
	• Social worker/outside counselling	2
	• External groups	1
Student support ( <i>unspecified</i> )	• Support for learners	6
	• Student engagement	3
	• Transition	2

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<sup>12</sup> In 2018 fifty-five percent of secondary schools relied on international student income to teach a learning area, to provide a good breadth of courses, to work with students with additional learning needs or to provide literacy and numeracy support. 'Secondary schools in 2018 Findings from the NZCER national survey.' Bonne L. and MacDonald J. P139.

<sup>13</sup> Some of the unspecified student support may also have been employment of additional teaching or support staff.

	• Wellbeing	2
Community/whanau support	• Community activities	2
	• Whanau/community liaison	2
	• Whanau relief packages	1
Operational resources	• Art therapy	1
	• Boarding costs	1
	• Cultural	1
	• Online resources	1
	• Unbudgeted costs	1

## Discussion of findings

### Agreement in a devolved schooling system

In our devolved system where staffing pressures are felt can vary from school to school, depending not only on what staffing is supplied but also on local priorities and circumstances. Even defining where national expectations end and local expectation begin can be a matter of individual interpretation. Defining sufficiency is also subjective, influenced by your own priorities and the level of comfort with the trade-offs made in allocating the staffing resource.

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

### Local priorities

There is an overlap between what are mandated obligations and what principals see as local priorities. Even those that are clearly local expectations are sources of staffing pressure for many principals. This has implications for equity of provision for our students and for workload and wellbeing for principals<sup>14</sup>, school leaders and teachers.

It is time for a more holistic view of the obligations of schools and the resourcing provided for these so that curriculum and pastoral needs and common community expectations are equitably resourced.

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<sup>14</sup> See 'The New Zealand Secondary Principal Occupational Health, Safety and Wellbeing Survey: 2020 Data'. Philip Riley, Mark Rahimi & Ben Arnold. Deakin University



## Leadership

Staffing for middle and senior leadership is the most frequently identified entitlement component for under-resourcing and this is a clear message that the state is failing schools in this respect. It is not referred to specifically elsewhere in the report, but is implicit in other concern raised, for example in pressure on pastoral care staffing as much of the more serious pastoral care work is the responsibility of senior leaders, and the responsibility for community liaison will fall predominantly to principals and senior leaders.

The importance of time for middle leadership was commented on:

*“The job of a department head is so different to when I was first an HOD in the late 1980's and yet those people are still expected to teach 4 classes and run a department of over a dozen people.”  
Smaller school, mid decile, year 9-15.*

*“We invest heavily in student support and keep teachers loads (especially middle leaders) light so that they can spend time on student and teacher support. We free people up to provide teacher mentoring and feedback where possible and pay for this out of bulk funding.” Middle sized school, mid-decile, Year 7-15.*

## Pastoral care

Pastoral care is the second most referenced general area of understaffing within the entitlement, but it is the specific area of pressure mentioned most often in this report. It appears repeatedly as an area of concern and of extra spending by principals.

The mismatch between the staffing provided for pastoral care and the needs of students and schools is a big failure of the current resourcing system.

*“The allocation for pastoral - both for Deans and a Guidance Counsellor is woefully inadequate. My Deans are burning out. I need a Full-time Guidance Counsellor but am only resourced for .4FTE.”  
Smaller school, higher decile year 7-15.*

*“More staffing required to cover a school counsellor. More staffing to offer more time allocation for deans.” Smaller school, lower decile, year 9-15.*

Several principals tied together the importance of class size and the pastoral care needs of groups of students.

*“Staffing is not sufficient to address the complex needs of the students. As the complexity of student needs rise there is a need to decrease the class sizes and increase the staffing.” Mid-size school, middle decile, year 9-15.*

Meeting the under-resourced pastoral care needs is a major cost to schools:

*“For the first time we have a Dean at each year level 7 to 13. This is important in terms of the guidance, goals, restorative practices and PB4I. By doing this means less time in the classroom for the Deans and this impacts on the learning areas etc BUT they do a key job. Hence we are about 3 staff-overstaffed.” Mid-sized school, mid-decile, year 7-15.*

## Curriculum and class size

Pressure to maintain breadth of options and pathways for students in small schools and pressures on class sizes in larger schools are mirror themes<sup>15</sup>. Attempting to meet the opposing needs of schools at extreme ends of the roll size spectrum in the current model means that neither is resourced appropriately for their needs.

The SSRG identified the link between the effects the staffing formula and class sizes for larger schools. This is revisited by principals here as one of the most referenced pressures on staffing.

The lack of resourcing to maintain reasonable class sizes puts pressure on those managing the average class sizes of individual teachers and larger classes impact negatively on students and teachers.

*"It is very difficult to develop relationships in the classroom when we have to raise class numbers because we can't cover all our obligations." Mid-sized, lower decile, year 9-15.*

*"Staffing is not sufficient to address the complex needs of the students. As the complexity of student needs rise there is a need to decrease the class sizes and increase the staffing." Mid-sized, mid-decile, year 9-15.*

*"Teachers leave our school not because it is an unpleasant place to teach, it is actually delightful, just too hard. Working that hard, amongst that much need, year on year and knowing all the time that what you are doing is still not enough burns great teachers out." Mid-sized, lower decile, year 9-15.*

The problems with class sizes are greater for schools with rising rolls. Provisional enticements can underestimate the final confirmed roll, creating a period of several weeks at the start of the year when schools are under-resourced for actual need and class sizes are inflated.

## Equity

Many of the comments and findings within this report indicate that the staffing formula's components, equally applied, have inequitable outcomes for schools and for students.

*"Why is there still a one-size-fits all model of staffing when we are constantly told that there are communities that require greater support and have greater numbers of priority learners than others. There needs to be a differentiated formula to meet the needs of priority learners and address under achievement of Maori and Pacifica." Smaller school, lower decile, year 9-15.*

*"The current allocation of FTE does not allow for depth and breadth of curriculum within a small, rural secondary school." Larger school, mid-decile, year 7-15.*

*"Staffing needs to be allocated on a needs/equity index. Low decile schools with high needs require more staff than decile funding can allow. They also tend to have lower roll numbers so it's difficult for students in these schools to access a range of subjects. It becomes a negative spiral for these schools." Mid-sized, Lower decile, year 9-15.*

The inequity includes the systematic under-resourcing for class size in larger schools and the lack of sufficient staffing resource for curriculum width in smaller schools, but it also includes the failure to

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<sup>15</sup> The 2018 NZCER reports (p144) notes that 47% of principals identified staffing levels/ class sizes as a major issue facing them. The same proportion identified the pressure to timetable to support a growing range of student learning opportunities and 38% had major issues providing good curriculum options for all students.

recognise and provide for the different levels of pastoral care and learning support needs for students in schools of different decile.

As principals identified an average shortfall of 4.99 FTTE from the entitlement but only employed an average of 2.87 FTTE additional teachers we might surmise that the average school is still 2 FTTE understaffed. That appears to manifest primarily as a deficit in pastoral care and guidance, curriculum provision, and class size. However, schools with less capacity to employ staff from their own funding will experience the greatest deficits in these areas. They are likely to have both greater needs and less staffing to address them

### **Risk of changes without additional resourcing**

There is a risk that a cost neutral 'equity' adjustment to the staffing formula would not address the underlying shortfall in school staffing. Staffing changes need to be considered in the context of the overall provision for all the core functions of our schools needing to be adequate. They should also retain (or extend) one of the desirable aspects of the current staffing process, which is that it provides a level of stability of resourcing that is missing in quarterly resourcing models for operational resourcing.

### **Summary**

The last word can be left to this principal:

*"The direction that education is taking is towards more personalised programmes of learning to meet the learning needs of individuals. This takes more time and preparation. The pastoral needs of our students are becoming more complex, especially in terms of mental health issues. There has been no change in the staffing allocation model for many years and this allocation formula is no longer fit for purpose. Too much of the additional workload is falling on schools and they are 'making do' with what they have but it's nowhere near enough." Mid-sized, higher decile, year 9-15.*

### Curriculum and qualifications obligations

- Provide a broad education through a balanced curriculum covering all essential learning areas of The National Curriculum to enable all students to realise their full potential as individuals, and develop the values needed to become full members of New Zealand's society.
- Develop the knowledge, understanding and skills needed to compete successfully in the modern, ever-changing world.
- Provide access for students to a nationally and internationally recognised qualifications system to encourage a high level of participation in post-school education.
- Increase participation and success by Māori through the advancement of Māori education initiatives.
- Ensure regular quality physical activity that develops movement skills for all students.

### Legislation obligations

- Provide union delegate time.
- Provide health and safety officer time.
- Provision of laboratory manager time.
- Ensure a safe and healthy workplace for students and teaching staff.

### Management and administration obligations

- Provision of adequate curriculum leadership time.
- Provision of adequate pastoral leadership time.
- Provision of adequate special education leadership time.
- Provision of time for senior leadership functions.
- Liaison with NZQA.
- Liaison with police, social services and other government agents.
- Consultation with the school's Māori community to develop and make known to the school's community policies, plans and targets for improving the progress and achievement of Māori students.

### Pastoral care obligations

- Provide appropriate pastoral care and guidance for students and teaching staff.
- Provide appropriate career education and guidance for all students in year 7 and above.

### Collective agreement obligations

- Provision of reasonable opportunity for appropriate and effective professional development for all teachers.
- Provision of a programme of advice and guidance for PCTs.
- Provide release time for Kahu Ako (Community of Learning) positions.
- Provision of 5 hours non-contact time per week for full time teachers.
- Provision of minimum level of non-contact to part time teachers 0.72FTTE and above.
- Endeavour to provide prorated non-contact time to part time teachers 0.48FTTE and above.
- Provide an additional hour non-contact for each of the first 3 permanent units.
- Endeavour to provide additional non-contact time for each additional permanent unit.
- Endeavour to provide average class sizes of 26 or less for teachers with two or more classes.

**Special needs obligations**

- Ensure learning success for those with special needs by ensuring they are identified and receive appropriate support.

**Special character obligations integrated schools**

- Any provision which is part of the school's integration agreement.

## Appendix 2: School profiles

Size	Type			All
	Composite	Year 7-15	Year 9-15	
<201	3	1	3	7
201-400	3	8	8	19
401-600	1	4	10	15
601-800	0	4	7	11
801+	0	1	9	10
All	7	18	34	62

Size	Decile			All
	1-3	4-7	8-10	
<201	3	4	0	7
201-400	11	6	2	19
401-600	6	4	5	15
601-800	3	5	3	11
801+	2	5	3	10
All	25	24	13	62

Decile	School type			All
	Composite	Year 7-15	Year 9-15	
1-3	3	5	17	25
4-7	4	9	11	24
8-10	0	4	9	13
ALL	7	18	37	62

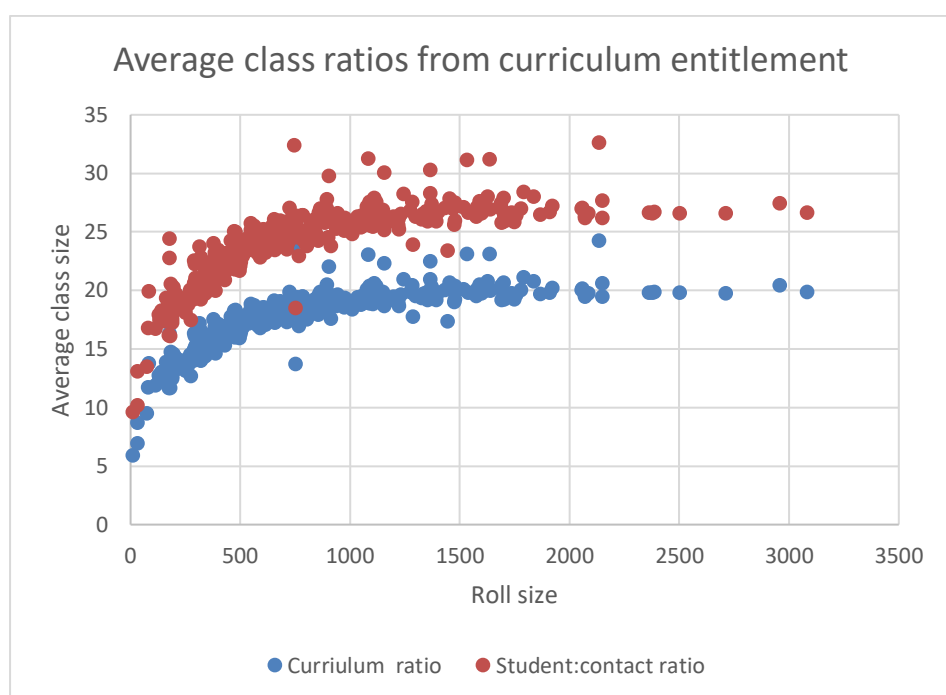
### Appendix 3 Analysis of curriculum entitlement allocations

The graph below shows two average class size ratios generated from the curriculum entitlement.

The first is the simple ratio of roll divided by curriculum entitlement (curriculum ratio).

The second is the ratio that is generated by deducting the non-contact time generated by each FTE from the staffing and dividing the total student contact time by the remaining teacher contact time. This student:contact ratio assumes that all of the curriculum staffing entitlement is used for curriculum hours and is not used to supplement management time and/or pastoral care time.

Analysis by PPTA of over 11,000 actual class sizes in 2011 showed that the distribution of actual class size in secondary schools closely matched the student contact ratio modelling.



As schools get larger their average class sizes increase.

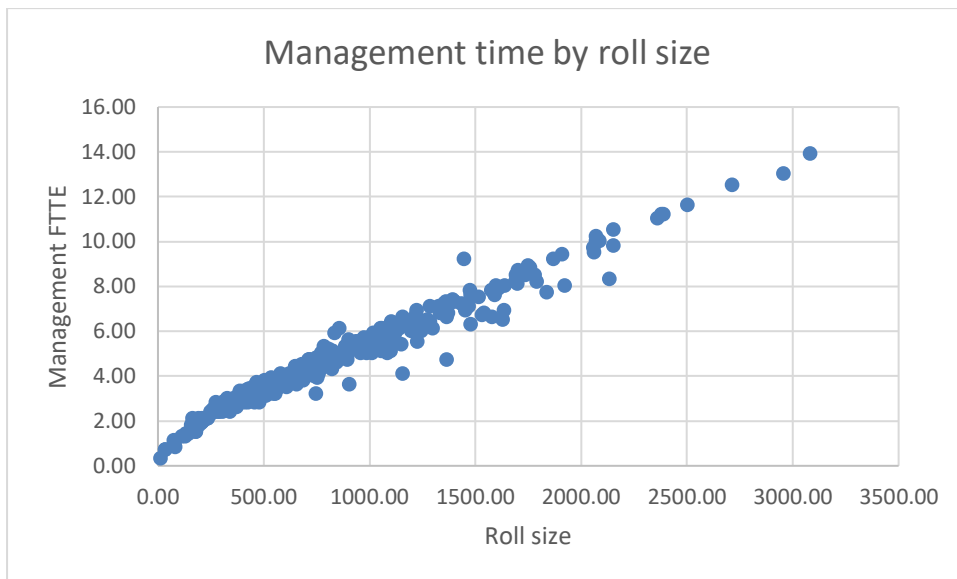
These are averages and the proportion of larger classes (30 or more) also increases with roll size.

Schools with proportionately larger junior rolls have much larger average contact ratios.

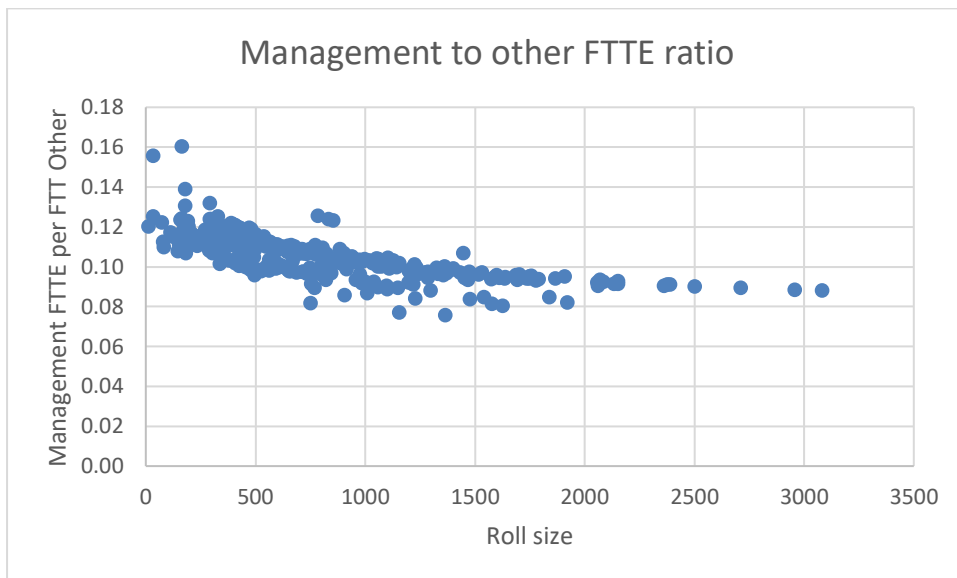
There are no equity components in the secondary curriculum staffing other than improved staffing ratios for Maori Immersion students at years 9-11.

## Appendix 4 Analysis of management entitlement allocations

Management entitlement at first sight appears to be disadvantaging small schools (the downward tick in the graph below).



However, considering the amount of management time provided relative to the rest of the staffing entitlement (the staff to be managed) shows that larger schools are also disadvantaged by the formula.



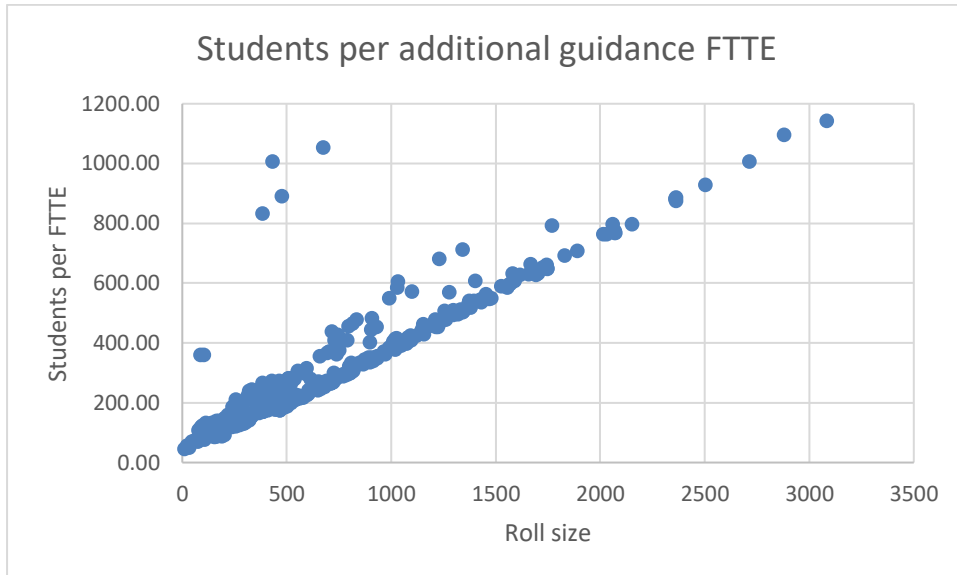
There is no evidence that larger schools require proportionately fewer managers than smaller schools.

The provision is not needs-based and is not adequate.



## Appendix 5 Analysis of additional guidance entitlement allocations

In general terms the additional guidance time is a flat allocation for year levels 9 to 13. As shown in the graph below a school of 1000 students may have around 400 students per FTTE of additional guidance time, but a school of 2000 will have a little under 800 students per FTTE.



There is also no consideration built into the formula of qualitative differences in the needs of students in different school deciles.

The allocation is neither adequate nor needs-based.

*NB. The high outliers high above the trend line are schools that do not have students in some secondary year levels and so have less additional guidance entitlement. Schools just above the trend line are generally year 7-13 schools, which generate no additional guidance time for the year 7 and 8 students.*

## Appendix 6: Principals' comments

<i>A new formula is needed to deliver modern learning pedagogy in an MLE.</i>
<i>All secondary schools are hard pressed to cover all classes and as an Area school it is even worse - as a Principal I can be teaching up to 10 hours a week.</i>
<i>As a small school we are increasingly having to use on-line options to allow students to have access to subjects we cannot offer with a teacher in front of the class - including Maori. The allocation for pastoral - both for Deans and a Guidance Counsellor is woefully inadequate. My Deans are burning out. I need a Full-time Guidance Counsellor but am only resourced for .4FTE.</i>
<i>As a smaller school - roll of 500 - it is a stretch to provide a broad curriculum to our senior students within the staffing model.</i>
<i>Challenge in smaller rural schools to offer range of learning opportunities.</i>
<i>Funding formula hasn't changed. However, schools are under pressure to resource more with the same amount of funding. We have particular concerns resourcing sufficient pastoral care.</i>
<i>I am really concerned about staffing that is based simply on numbers. At [SCHOOL] we are dealing with  students who have a history of never being at school students with very low levels of reading and writing students coming from poverty - no electricity etc students experiencing regular family violence students who have parents and family members in gaol students who are required to look after younger siblings on a regular basis  These are real needs and more staff are required to give these students a fair go.</i>
<i>I would estimate our school would be understaffed from the MoE by at least 10% The pressures and continual loading of "administration" work onto Middle and senior leaders via "compliance" makes no difference to student learning and progress, this is no longer sustainable.</i>
<i>I would not want any reduction in funding for the school. This school is Decile 10 and I am concerned that funding proposals may intend shifting funding from higher decile schools to schools with higher numbers of students categorized as at risk.</i>
<i>I'm worried about 2022 if international numbers continue to drop - what we can offer will change dramatically. Our Board has kept everything at 2020 levels currently, but we can't sustain that.</i>
<i>It is enough because we make it enough. It is never enough but I am not sure any extra amount is ever enough!</i>
<i>It is very difficult to develop relationships in the classroom when we have to raise class numbers because we can't cover all our obligations.</i>
<i>It shouldn't be allocated by the age of students, to have higher ratios for Y9 and Y10 students is a false economy.</i>

<i>It's a struggle to do meet the needs of our students.</i>
<i>More staffing required to cover a school counsellor. More staffing to offer more time allocation for deans.</i>
<i>Opportunities available to students in Higher decile schools highlight some real equity issues.</i>
<i>Staffing is not sufficient to address the complex needs of the students. As the complexity of student needs rise there is a need to decrease the class sizes and increase the staffing.</i>
<i>Staffing needs to be allocated on a needs/equity index. Low decile schools with high needs require more staff than decile funding can allow. They also tend to have lower roll numbers so it's difficult for students in these schools to access a range of subjects. It becomes a negative spiral for these schools.</i>
<i>The calculator is a blunt tool. Consideration needs to be made for small schools who do not have the economies of scale to fall back on.</i>
<i>The current allocation of FTE does not allow for depth and breadth of curriculum within a small, rural secondary school.</i>
<i>The direction that education is taking is towards more personalised programmes of learning to meet the learning needs of individuals. This takes more time and preparation. The pastoral needs of our students are becoming more complex, especially in terms of mental health issues. There has been no change in the staffing allocation model for many years and this allocation formula is no longer fit for purpose. Too much of the additional workload is falling on schools and they are 'making do' with what they have but it's nowhere near enough.</i>
<i>The job of a department head is so different to when I was first an HOD in the late 1980's and yet those people are still expected to teach 4 classes and run a department of over a dozen people.</i>
<i>The mental health needs of our students appear to be increasing. We would prioritise extra staffing to our pastoral care team in addition to staffing smaller classes across a broad curriculum.</i>
<i>The only way to save on staffing is to have DPs taking additional classes because they also count as FTTEs.</i>
<i>The staffing formula disadvantages large state secondary schools - this was investigated and acknowledged in 2012 and has still not been addressed.</i>
<i>There is no doubt that increased social dysfunction impacts severely on schools with this pressure. The Equity Index will assist in this.</i>
<i>We are experiencing roll growth and the staffing does not go far enough especially when trying to offer the right pathways for our students. For example, we have introduced bilingual classes right through from Year 7 to 10. These classes are smaller, which they should be. We have tried to staff to lessen the impact on the other Y7-10 classes by adding on other classes to reduce numbers. It does not help when you get the 'crazy' numbers where the number of classes offered could be 24 but when you reduce jump over 30. Staffing formula needs to take into account the increase in guidance we have to do. For the first time we have a Dean at each year level 7 to 13. This is important in terms of the guidance,</i>

*goals, restorative practices and PB4I. By doing this means less time in the classroom for the Deans and this impacts on the learning areas etc BUT they do a key job. Hence we are about 3 staff-overstaffed.*

*We are given staffing for an 'average' NZ school where class sizes of 26 and above for some classes are manageable and nothing new is happening. To meet the needs in a school with high numbers of students coming into secondary at curriculum level 2, ESOL needs, trauma and gang connections, it is woefully inadequate. When we add in making major curriculum innovation to meet the needs and interests of those students to engage them in education, team teaching to facilitate powerful relationships and learning about pedagogy, it is woeful. We board fund staffing to the maximum of 80% of our spending then get in trouble with the ministry and still fall far short of our needs. Teachers leave our school not because it is an unpleasant place to teach, it is actually delightful, just too hard. Working that hard, amongst that much need, year on year and knowing all the time that what you are doing is still not enough burns great teachers out.*

*We could always do with more as we could offer more. Greatest need at present is with guidance and welfare support.*

*We do keep our class sizes to well within PPTA recommendations, but struggle to provide the range of subjects that we need to to retain our students in the senior levels because we have to combine levels to make some subjects viable. We invest heavily in student support and keep teachers loads (especially middle leaders) light so that they can spend time on student and teacher support. We free people up to provide teacher mentoring and feedback where possible and pay for this out of bulk funding. We would like to be able to afford to create positions that focus on student attendance management and on student welfare; have staffing for Guidance counselling which is a huge need and paid out of bulk fund; and designated teacher support roles without the limitations that are placed around SCT. This person needs to be able to operate as part of a team, rather than in isolation. Alternative education provisions are a huge need also. Increasing need for teachers with specialist behaviour and special needs management skills as well as the time to focus on meeting these needs*

*Why is there still a one-size-fits all model of staffing when we are constantly told that there are communities that require greater support and have greater numbers of priority learners than others. There needs to be a differentiated formula to meet the needs of priority learners and address under achievement of Maori and Pacifika.*

*Year 7/8 students in secondary schools need to be included in the calculation for guidance counselling.*