



PPTA TE WEHENGARUA ANNUAL CONFERENCE 2020

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# CAREER STRUCTURES FOR TEACHERS

ANNUAL CONFERENCE PAPER



At last year's annual conference a motion was passed requesting a paper to explore models to appropriately remunerate and compensate subject expertise. This paper is in response to that request, but goes beyond that brief and looks at the whole career structure and proposes career paths for subject specialists and a pilot of Māori and Pasifika Community Liaison roles.

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## **RECOMMENDATIONS**

1. That the report be received.
2. That PPTA supports the lifting of the moratorium on establishment of new communities of learning (CoL).
3. That PPTA works with the ministry to establish mentor teacher roles with the same core functions as WST roles in schools, not in CoL.
4. That PPTA calls on the Ministry of Education to ensure that CoL have control over their CoL achievement challenges.
5. That PPTA endorses flexibility within the WST roles to encompass wider classroom-based mentor roles.
6. That PPTA advocates for the role of Māori Community Liaison as part of the 2022 negotiations.
7. That PPTA advocates for the role of Pasifika Community Liaison as part of the 2022 negotiations.
8. That PPTA supports the establishment of Secondary Subject Adviser-type roles to support the changes to NCEA.
9. That PPTA works with the ministry to ensure that leaders of Māori medium kura that sit within larger schools have the right to apply for the CoL leader role in the same way that principals of schools presently do. This will require a variation to the present collective agreement.
10. That PPTA promotes Te Ataakura teaching positions.

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## 1. INTRODUCTION

- 1.1 In 2018 and 2019 annual conference papers proposed career structures that would allow subject specialist teachers to remain in the classroom. However, options put forward raised concerns about performance pay or that the roles created workload barriers in the accreditation process. A motion was moved requesting a paper to “explore models to appropriately remunerate and compensate subject expertise”.
- 1.2 As this work began it became clear that it was counterproductive to look at the role of subject specialist in isolation, without considering other career needs. This paper begins with a brief overview of the career structure and then proposes career paths for subject specialists and a pilot of Māori and Pasifika community liaison roles.

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## 2. THE CURRENT CAREER STRUCTURE

- 2.1 Before proposing new career structures it is useful to consider the current structure and how it came about.
- 2.2 Traditionally, the career pathway for teachers in New Zealand secondary schools followed well defined routes: typically through middle management roles such as head of department or dean, before leaving the classroom to positions in senior management. These roles usually came with a job title, time allowance, and/or compensatory remuneration<sup>1</sup>.
- 2.3 This did not suit all teachers, either because the pay differential for taking on middle and senior leadership roles was not considered sufficient or because many teachers are not interested in administrative roles. Without alternative career paths some teachers were confined to the salary base scale, the ceiling of which is reached after a short time compared to other professional careers<sup>2</sup>.
- 2.4 In addition there was growing evidence of greater differences in the quality of instruction within schools than between schools, which meant that the ministry was open to roles allowing teachers excelling in their instructional role to remain classroom-based but to mentor and support colleagues – hence the genesis of specialist classroom teacher (SCT).

### **Specialist Classroom Teacher**

- 2.5. As part of the 2004 Collective Agreement, all secondary schools had the opportunity to appoint, with additional remuneration and time allowance, a designated Specialist Classroom Teacher (SCT). This role allowed skilled and experienced classroom teachers to mentor other teachers in their pedagogical approach. SCTs receive an allowance equivalent to 2 MUs and a time allowance.
- 2.6. The SCT role was intended to be the first step in a new career pathway for secondary teachers. The planning stages meeting reports between PPTA and the ministry show that there was agreement that the provision of SCTs (one per school) was not sufficient and

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<sup>1</sup> (2007) Evaluation of the Senior Subject Adviser Pilot Initiative

<sup>2</sup> Bazley (2003). Ministerial Taskforce on Secondary Teacher Remuneration Report.

would be increased, on some basis. PPTA envisaged the role allowing schools to have a growing number of expert classroom practitioners guiding, mentoring and supporting their colleagues - including subject specialist SCTs and senior SCTs with facilitation and support of professional learning roles within or between schools. Our position at the time was that from two to eight roll-based SCTs per school would be a reasonable number to aim for. In today's terms that would be about 1,500 such positions across secondary schools.

- 2.7. However this did not happen, which meant that the role did not grow into an alternative career pathway. The review of the initial pilot found teachers regarded it as a 'career opportunity' rather than an authentic career pathway.

### **Senior subject adviser**

- 2.8. NCEA was introduced between 2002 and 2004 and the assessment of students moved from a norm-referenced model (School Certificate, Sixth Form Certificate and Bursary) to a standards-based model. This devolved greater responsibility of assessment to teachers, who were expected to design standards-based assessment tasks as well as assess students internally. This change, and the lack of support for it, put the system under stress, with teachers buckling under the workload.
- 2.9. PPTA sought to address this by negotiating a senior subject adviser (SSA) pilot for 2007 and 2008 through the Career Pathways workstream of the Longer Term Work Programme<sup>3</sup>. As well as providing vital support for teachers it was an attempt to offer a career pathway to experienced teachers who might otherwise decide to leave the classroom. It was unusual in that it was a career move outside the school with seconded positions for 24 subject specialists, released from classroom duties to work fulltime with teachers in schools - much like the old advisory service.
- 2.10. In the SSA pilot review teachers were "effusive in their praise" for the support they received, some indicating that it was the first time they had been exposed to specific senior subject support. However, like SCTs, SSAs did not view the role as a career pathway within teaching, more of a career loop, after which they would return to their previous role.
- 2.11. When negotiations began for the new STCA, PPTA was told that the continuation of the SSA scheme would have to be a charge against the new agreement. In other words, the salaries of advisers would come out of the money available for the total settlement. When PPTA's negotiators realised that this had changed (the pilot had been funded by the ministry), and the money the ministry was making available for the settlement was being reduced by the cost of the salaries of 24 SSAs, it could not negotiate an extension to the scheme, and the ministry cancelled it.
- 2.12. Efforts were subsequently made to reinstate SSAs, but to no avail.

### **Communities of Learning/ Kāhui Ako (CoL)**

- 2.13. In 2014 the PPTA tentatively supported the introduction of Investing in Educational Success, an initiative to lift the performance of all students and create career pathways for teachers.

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<sup>3</sup> PPTA (2014) Investing in Educational Success and PPTA policy

Three roles were created: the CoL Leadership role, the across community teacher (ACT) role, and the within school teacher (WST) role.

- i. **Community of Learning leader**  
This role is to model highly effective practice in their own school and facilitate collaborative, professional activities across a community of schools. This person is usually the principal of one of the schools in the cluster.
- ii. **Across Schools Teacher**  
This role is to support improvement in student achievement and wellbeing by strengthening teaching and leadership practices across the community of schools. The role supports teachers to learn with and from their colleagues in cycles of inquiry and improvement. Students are expected to benefit from professional collaboration as teachers share knowledge, skills and practices from across the Community of Schools.
- iii. **Within School Teacher**  
This role is to promote best teaching practice and support the use of an inquiry approach to teaching and learning, in order to achieve the shared achievement challenges. The core functions of the role<sup>4</sup> are to:
  - (a) Promote best teaching practice within a school by:
    - retaining teaching responsibility; and
    - coordinating and liaising with others responsible for professional development within the school; and
    - modelling and supporting collaborative practice.
  - (b) Strengthening the use of an inquiry approach to teaching and learning to achieve the shared achievement objectives by providing opportunities for observation and discussion about the practice of other teachers from their own or other schools within the Community.

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### 3. CAREER STRUCTURE

3.1. The teaching career structure consists of the traditional roles, and the SCT and CoL roles added in 2004 and 2014 respectively. NZCER in the national survey of secondary schools (2018) found that 47% of teachers hold management units (MUs), and 43% of teachers hold HoD/HoF/TiC roles (Appendix A). There are 6,250 potential CoL roles as follows:

<b>Role</b>	<b>Number nationally</b>	<b>Number locally</b>	<b>Time allowance (hours per week)</b>	<b>Pay</b>
Within school	5,000	1 per 10 FTTE	2	\$8,000
Across community	1,000	3-4 per CoL	10	\$16,000
Leadership role	250	1 per CoL	10	\$30,000

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<sup>4</sup> Ministry of Education, PPTA, NZSTA (2014) Guidelines for the appointment of Community of Schools Teacher (within school) role in Secondary Schools

- 3.2. The Secondary Teacher Supply Working Group Report (2016) found that teachers were still dissatisfied with the career opportunities available to them. Some dissatisfaction will have been because some CoL were yet to be formed. However, PPTA conference papers in 2018 and 2019 identified subject specialism as an area that continued to be in need of recognition.
- 3.3. It is arguable that WST roles could allow for subject leadership within an already agreed career pathway. After all, the guidelines state that the WST role is designed to expand career opportunities by allowing “teachers to use and develop their professional leadership skills while remaining in the classroom”<sup>5</sup>, which is what many subject specialists want. The core functions of the WST role could easily be undertaken with a subject-centred focus.
- 3.4. There are two reasons why the WST roles fall short of this currently. First, some schools do not belong to a CoL so their teachers are not eligible for the additional resourcing that goes with WST roles and, secondly, even when they do belong the CoL framework can be too inflexible.

### **Teachers not in CoLs**

- 3.5. Approximately 20% of secondary and 40% of area school teachers are in schools that do not belong to a CoL. In addition, these schools do not currently have the option to form a CoL as there is a ministry moratorium on new CoL. Not only are these teachers denied a WST pathway, they are also denied ACT and Leader roles. The moratorium on CoL needs to be lifted.
- 3.6. Some schools have decided against joining or forming a CoL. This means that teachers in these schools miss out on the resourcing, mentoring and support available to those in a CoL.
- 3.7. In either case it is not only the teachers that miss out but also the students. All schools, teachers and students should have access to collaborative support.

### **The inflexible framework of CoL**

- 3.8. The IES Working Party saw that schools should be free to establish objectives that were most appropriate for their local circumstances and student needs<sup>6</sup>. In a 2017 PPTA survey of teachers working in CoL<sup>7</sup> 14% responded that the achievement challenges needed improvement – and some spoke of the ministry being inflexible about the challenges it would accept at the time.
- 3.9. Interestingly the survey also found that:
  - A significant minority (28%) did not know anything about the CoL, even to the extent that they were unaware their school was part of a one.
  - 53% said there had been no (or no real) consultation with teachers about the achievement challenges.

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<sup>5</sup> ibid

<sup>6</sup> Investing in Educational Success Working Group Report 2014- Ministry of Education

<sup>7</sup> PPTA (2017) Implementation of Communities of Learning – practitioners’ experiences

- There was a low understanding of the connection between the WSTs and the ACTs and the achievement challenges.
- 3.10. These responses may explain in part why some CoL are not able to fill all of the WST positions, or are only able to do so by using middle leaders<sup>8</sup>, but the 2018 PPTA Annual Conference agreed that the core problem is that there are just too many ‘generalist’ WST roles for the system to sustain (with approximately one WST for every nine other teachers, including teachers in middle and senior leadership roles).
- 3.11. The Tomorrow’s Schools Independent Taskforce sees potential in the CoL model and believes that it should be given an opportunity to develop more flexible approaches. The 2017 PPTA survey also supported the continuation of the CoL but highlighted the need for changes.
- 3.12. Judicious changes could both improve the CoL roles and address career pathways at the same time.

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## 4. SOLUTIONS

- 4.1. WST-type roles (mentor teachers) could be funded in all schools that are not in a CoL.
- 4.2. This mentor teacher role would have the same core objectives as a WST; namely, they would be classroom-based, focussed on providing professional development within the school and modelling and supporting collaborative practice. Mentor teachers would still have to demonstrate that they have the necessary mentoring knowledge and experience to undertake the role, which could be demonstrated through experience and/or qualifications.
- 4.3. We could encourage schools to be more flexible about the CoL achievement challenges as intended at the outset of IES.
- 4.4. We could allow WST roles in CoLs to be more flexible/responsive to school needs and to support subject-focussed development too. Schools could use WSTs to support teachers in:
- subject specific curriculum development;
  - giving effect to te Tiriti o Waitangi;
  - local curriculum design;
  - subject integration; and
  - the development of ICT skills and knowledge (a weakness highlighted by the COVID-19 crisis).
- 4.5. Making the WST role more flexible would open up the role to a wider variety of expertise and may well address the concerns that some schools have about filling the roles.

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<sup>8</sup> 2018 PPTA Conference Paper Communities Of Learning – Improving the community of schools model



- 4.6. This solution is not at odds with the motion that was passed at last year's annual conference which called for PPTA to have discussions with the Minister and Ministry of Education about structural adjustments to CoL based on halving the number of secondary WST roles, making the remaining roles permanent, and creating CoL task payments and time allowances for those not in WST or ACT roles in order to build wider commitment and participation in the CoL<sup>9</sup>. Those recommendations reflect, in part, problems with the number of positions. This paper addresses the purpose of the positions and the opportunity to make a reasonable number of them available to a wider group of members without putting strain on other areas of the school.
- 4.7. Recommendation 1: PPTA supports the lifting of the moratorium on establishment of new CoL.
- 4.8. Recommendation 2: That PPTA work with the ministry to establish mentor teacher roles, with the same core functions as WST roles, in schools not in CoL.
- 4.9. Recommendation 3: That WST roles in CoL be made more flexible to encompass other classroom-based mentor roles.

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## 5. OTHER TEACHER ROLES

- 5.1. There are other roles that are desperately needed but do not fit into a more flexible CoL model. These are Māori and Pasifika Community Liaison teacher and Senior Subject Adviser.

### **Māori Community Liaison**

- 5.2. In the 2018 STCA negotiations PPTA put forward a proposal to create Māori Community Liaison roles. This was unsuccessful.
- 5.3. The proposal was in response to the 2015 PPTA Workload Taskforce Report that identified that "Māori teachers are expected, both professionally and culturally, to undertake tasks and responsibilities beyond those expected of a secondary teacher who does not identify as Māori".
- 5.4. The 2015 PPTA Workload Taskforce Report endorsed the 1996 Bloor report on Māori secondary school teacher workload that the additional duties that Māori teachers take on (in broad terms) are<sup>10</sup>:
  - i. Activities designed to educate their non-Māori colleagues on issues to do with Māori
  - ii. Developing, organising hui and pōwhiri for school-related activities
  - iii. Duties not formally recognised but culturally expected, related to meeting the expectations from the school, parents, community, whānau, hapū and iwi

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<sup>9</sup> *ibid*

<sup>10</sup> 1996 Bloor report on Māori secondary school teacher workload

- iv. High levels of involvement in school-related and community based hui
  - v. Taking ‘responsibility’ for Māori students, even if they have no teaching contact with them
- 5.5. The Tomorrow’s Schools review has recommended that schools embody “biculturalism and genuine equity and partnership between Māori, Pākehā and Tauīwi under Te Tiriti o Waitangi”. Government Action Plan<sup>11</sup> 1a (Priority A: 18 -24 months) requires boards to ensure that their plans, policies and local curriculum reflect local tikanga, mātauranga Māori and te ao Māori, and ensure these concepts are integrated into the school structure and teaching and learning practices.
- 5.6. It also requires schools to form and maintain ongoing relationships with Māori communities, including local iwi and hapū, in order to ensure that their policies, plans and local curriculum reflect local tikanga, mātauranga and te ao Māori. This is much more specific than the current requirement to reflect ‘the unique position of the Māori culture’, as in the Education Act 1989 – it emphasises the importance of local history and practices, rather than a generalised view of Māori culture.
- 5.7. While this is a board responsibility, it will be delegated to schools and will add to even more expectations on Māori teachers than those outlined in the Bloor report.
- 5.8. As PPTA was unsuccessful in getting the Māori and Pasifika community liaison positions into the collective agreement in the 2018 negotiations, it is recommended that PPTA propose a trial of these positions before requesting them across the board. A trial will enable the PPTA to identify issues related to the role and also to identify the level of support (time and remuneration) that it requires.
- 5.9. The position of Māori Community Liaison will be a blend of Māori adviser, mentor and dean. The role will eventually need to be scaled according to the Māori student population of a school.
- 5.10. Recommendation 4: That PPTA advocate for a pilot of the role of Māori Community Liaison as part of the 2022 negotiations.

### **Pasifika Community Liaison**

- 5.11. Like Māori teachers, Pasifika teachers are often expected to contribute to raising achievement, wellbeing and retention of Pasifika students in secondary schools including supporting community and family involvement and cultural engagement.<sup>12</sup> They are often expected to carry out tasks above and beyond those in their job description because of their ethnicity and their language skills. These “extra” expectations often lead to teacher burnout and physical illness. Pasifika teachers report that they are expected to carry out such tasks as:

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<sup>11</sup> MoE (2019) Supporting all schools to succeed: Reform of Tomorrow’s School System

<sup>12</sup> 2015 PPTA Workload Taskforce Report

- tutoring cultural groups and attending festivals/events to represent the school with these performing groups;
- providing NCEA assessment tasks for cultural performances (dance and music standards), facilitating assessment and marking cultural performances to help students achieve NCEA credits;
- attending meetings in person to be a translator in Pacific languages for parents/families with limited English;
- Pasifika parent consultation and information evenings;
- helping families with limited English fill out applications and other forms;
- language translation for school newsletters;
- attending discipline meetings to provide an appropriate cultural perspective;
- mentoring Pasifika students within a school;
- providing tutoring and study groups for Pasifika students who need extra academic assistance outside of school / working hours;
- working with ESOL students of the same ethnicity;
- providing a withdrawal room for Pasifika students with behavioural issues;
- attending other teachers' classrooms to intervene in a variety of situations where the classroom teacher feels the need to have a Pasifika teacher present;
- visiting Pasifika homes to speak with families about school related issues;
- being present at funerals of family members of Pasifika students; and
- tracking Pasifika student progress and creating action plans where targets are not being met.

5.12. Pasifika teachers feel a strong sense of responsibility to go above and beyond for Pasifika students, families, and communities and Pasifika communities also expect teachers of their ethnicity to be available to them for various purposes.

5.13. The position of Pasifika Community Liaison teacher acknowledges the contribution that Pasifika teachers make to a school that is above what is normally expected of a teacher, and the additional workload expected by both the school and the community .

5.14. Recommendation 5: That PPTA advocate for a pilot of the role of Pasifika Community Liaison teacher as part of the 2022 negotiations.

### **Senior Subject Adviser**

5.15. Both the SCT and SSA roles were introduced to address particular issues - the SCT to address within-school variation in teaching quality and the SSA to address NCEA pressures.

5.16. NCEA is in the middle of another review with major changes being proposed. The changes in one of the eight key areas alone, "Have fewer, larger standards" will result in schools rewriting their schemes, departments rewriting their programmes of work and teachers learning the content of new achievement standards, developing lesson plans, and

developing, setting, marking and moderating new assessments. The ministry estimates that about 1000 achievement standards will have to be rewritten. Teachers will not only have to adapt to new internal assessments but different forms of external assessment.

- 5.17. 4.3.1.3 The reintroduction of secondary subject advisers would be one way to support teachers in this. As previous changes to NCEA have shown, this is a major workload issue for teachers, and a time when many teachers decide to either retire or change careers. This could be mitigated to some extent by providing a high level of support, professional development and excellent resources.
- 5.18. The outstanding success of the SSA makes it the obvious model to provide this support. Teachers were enthusiastic about its effectiveness, and secondment means that schools gain valuable knowledge and experience when these teachers return. For the SSAs themselves they gain valuable leadership experience that will make them well-placed to undertake other leadership roles within the school, the CoL or within the ministry. The advisory roles could be as a separate entity, as in 2007-8, or they could form part of the new Education Service Agency (ESA). PPTA's role would be to promote the SSA role and ensure the details around secondment work for members.
- 5.19. Recommendation 6: That PPTA supports the establishment of secondary subject adviser-type roles to support the changes to NCEA.

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## APPENDIX - DISTRIBUTION OF ROLES IN NEW ZEALAND SCHOOLS

Before looking at solutions it is worth looking at the overall picture. In the National survey of secondary schools (2018) respondents reported having the following roles in addition to their teaching role:

- holder of management unit(s) (47%)
- head of learning area (HOLA)/head of department (HoD)/faculty leader/teacher in charge (TiC) (43%)
- other (including Kāhui Ako) (16%)\*
- dean (13%)
- associate teacher for student teachers on practicum (11%)
- AP/DP (6%)
- specialist classroom teacher (SCT) (5%)
- careers adviser/transition teacher (3%)
- guidance counsellor (1%).

\*"Other" responses included 3% of teachers with co-ordination roles, and 3% who have Kāhui Ako roles.